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ABSTRACT

Provided is an annotated bibliography of a collection of approximately 150 key papers and proceedings developed for special seminars, meetings and conferences held throughout the country between 1974 and 1980 under the aegis of the Inservice Education Program (IEP) on postsecondary education. Entries are grouped under the topics of quality, finance and budget, nontraditional and lifelong learning, authorization and oversight, state agency relationships to public and independent institutions, state agency and government relations, conditions and problems for the '80's, other state agency matters including state planning and program evaluation and audit, and minorities in postsecondary education (Bakke and Beyond). At the end of each section a cross reference indicates some entries presented under another topic that contain related discussion. For each topic, entries are arranged alphabetically according to author. In addition to the author and title of the document, each entry gives the sponsoring organization other than IEP and the State Higher Education Executive Officers (SHEEO), the date of presentation, IEP and ERIC (Educational Resources Information Center) numbers, and the annotation or quotation itself. An index of authors is provided. (LC)

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Perspectives on Postsecondary Education: an Annotated Bibliography

STATE LEADERSHIP SEMINARS
1974-1980

INSERVICE EDUCATION PROGRAM (IEP)

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Education Commission of the States

SHEEO

Perspectives on Postsecondary Education: an Annotated Bibliography

ANNOTATED BIBLIOGRAPHY of
PAPERS, PROCEEDINGS and PUBLICATIONS from
INSERVICE EDUCATION PROGRAM STATE LEADERSHIP SEMINARS
1974-1980

by Martha Kaufman and Louis Rabineau

Report No. 141

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September 1981

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and sponsored by the Education Commission of the States
and the State Higher Education Executive Officers.

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INSERVICE EDUCATION PROGRAM (IEP)

The Inservice Education Program (IEP), a project of the Education Commission of the States (ECS), provides a special service. The program brings together educators, government officials and other interested individuals to address common problems facing postsecondary education in the states. Services include seminars, conferences and meetings where statewide decision makers join with the most knowledgeable researchers and practitioners in the field for in-depth examinations of priority issues in postsecondary education.

IEP is sponsored by ECS and the State Higher Education Executive Officers (SHEEO). It is supported primarily by grants from the W. K. Kellogg and Frost Foundations with additional funds from ECS, SHEEO and meeting registration fees.

All papers and proceedings cited in this bibliography have been included in the ERIC (Educational Resources Information Center) database. Abstracts of most appear in the October 1981 issue of Resources in Education (RIE); *titles appear under the subject index term, "Seminars for State Leaders." Some items appeared in earlier issues of* RIE.

All of these references may be found in the ERIC microfiche collection. Copies are available from the ERIC Document Reproduction Service, P.O. Box 190, Arlington, VA 22210.

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FOREWORD

The Inservice Education Program (IEP) is the only program of its kind in the nation. The purpose of the program is to help statewide decision makers in postsecondary education address the problems facing postsecondary education. The program was founded in February 1974 by the Education Commission of the States (ECS) in cooperation with the State Higher Education Executive Officers (SHEEO).

The IEP program has sought to facilitate constructive change in the states by bringing together the best resources, people and materials in a unique mix. From the seminars emerged significant materials useful not only to the attendees of the well over 50 seminars held since the beginning of the program but also to others who had not attended the meetings.

Recognizing the continued value of papers presented at IEP seminars over the five years, the W.K. Kellogg Foundation in 1979 awarded a supplemental grant for IEP to (1) refine, package and disseminate existing papers that had been generated through IEP and (2) annotate these papers in a bibliography. This annotated bibliography represents the best survey of its type to date that addresses the major issues confronting postsecondary education on the state level. Groups that should derive benefit from the resultant Perspectives on Postsecondary Education: an Annotated Bibliography include governors and legislators, state higher education executive officers, members of statewide boards of higher education, top campus administrators, leading postsecondary education associations, students, scholars and others concerned with statewide decision making in postsecondary education.

The success of Perspectives on Postsecondary Education is credited to a number of people. The difficult and exhaustive job of annotating, drafting and editing has been performed superbly by Martha Kaufman and Louis Rabineau of ECS. Each contributing editor has helped to make this extensive bibliography even more useful by presenting a short introduction to each of the respective topics. The meticulous assistance in manuscript preparation was ably provided by Anna Likens and Rachel Hilton.

Warren G. Hill and subsequently Louis Rabineau served as executive director of the vital IEP program; Peter Ellis at the W.K. Kellogg Foundation and, more recently, Theodore Kauss of the Frost Foundation have been very supportive. Readers will be grateful for the service of these people and to the foundations for making this helpful publication possible.

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INTRODUCTION

The approximately 150 entries contained in this annotated bibliography, enhanced by the introductory comments of the distinguished contributing editors, present most of the important topics relating to postsecondary education and the states' responsibilities. In a sense, the annotated bibliography is an excellent mirror reflecting concerns during the period 1974-80 when the seminars were held. The authors of these papers are among the best thinkers and administrators assembled to address the topics concerned. Furthermore, as Patrick Callan notes, "By expanding participation beyond the traditional participants...IEP provided an important forum for examining the perspectives of all those groups [governors, legislators, state higher education executive officers, scholars, members of statewide boards, national leaders in education and government] that participate in the public policy process."

While the papers cover virtually all important matters, two caveats are suggested. First, although the papers have been arranged under nine topics, such delineation must be arbitrary and consequently certain individual papers could possibly be included under more than one topic. Second, a few topics--for example, planning and administration of health and allied health programs in higher education, graduate education, technological developments--are not treated as extensively as they deserve.

In retrospect, what characterized the period of 1974-80 for postsecondary education and the states? Postsecondary education was reaching an apex and moving toward a plateau in enrollments, expenditures and number of institutions. By 1980, however, most states were looking ahead to tapering or declining enrollments, decrease in rate of increase of state expenditures for postsecondary education and increasing concern about the excessive number of institutions within state boundaries.

As noted in several of the introductory comments of the bibliography, the authors of the papers were keenly aware of the prevailing conditions in the last half of the seventies and the changing scene anticipated for the eighties. Lyman Glenny points out the foresight reflected in the papers concerning the central arena of finance and budget. He says that this foresight and the subsequent actions taken by colleges and universities "indicate a high degree of

understanding about future conditions in higher and postsecondary education," ranging from "a review of inflation factors...reduction in real dollar resources, and added strain in relationships between staffs of government and staffs of higher education."

On the matter of quality, as suggested by Marvin Peterson, "perhaps no single issue gained greater prominence or confounded state level public policy makers more than the debate over quality...." The issue of quality ran deeply through other major topics of the period, especially nontraditional studies; lifelong learning; state planning, especially with regard to program evaluation; and the growing problem of authorization and oversight. The papers represented in the bibliography "...are not only of historical interest," writes Richard Millard, "but continue to be relevant for a period in which fiscal stringency and variable enrollments are likely to encourage rather than discourage fraud, abuse and submarginal operations by a small minority of institutions more concerned with survival than service."

The trying problems of how the state agency might be able to best serve the state interests, coupled with the needs of institutions and students, continue to plague state legislative, gubernatorial and higher education leaders. Issues on how the state agency might function effectively with regard to the following are succinctly described in introductory comments to topics by Sheldon Knorr (state agency relationships to public and independent institutions); Allan Pfnister (special relationships of independent institutions); Robert Berdahl (state agency and government relations); and Fred Harcleroad (nontraditional and lifelong learning and other state agency matters, including statewide planning and program evaluation and audit).

The final topic in the bibliography (minorities in postsecondary education) continues to persist if not increase in the challenge for meaningful solutions. Robert McKay reminds all readers of this, especially those who might be hesitant to address the needs of minorities in postsecondary education. He points out that "most representatives of the higher education community have chosen to interpret the Bakke decision as authorization for a reaffirmation of the American commitment to expanded education opportunity for minority citizens." McKay goes on to say, "In effect, the decision was a remand to the nation and especially to the universities to devise workable affirmative action programs."

The flavor of the period and the pertinence to the present are represented by the papers annotated in this bibliography and by the introductory comments of the nine editors. The words

of Patrick Callan could apply to all of the bibliography: "These papers provide a challenging agenda for the period ahead. Their tone is balanced and action oriented. They avoid both the self-indulgence of doomsday prophecies and the self-delusion of business as usual."

Louis Rabineau
Director
Inservice Education Program

SOME NOTES ON USE OF BIBLIOGRAPHY

This document is an annotated bibliography of a collection of key papers and proceedings developed for special seminars, meetings and conferences held throughout the country between 1974 and 1980 under the aegis of IEP. It contains brief annotations or quotations from about 150 papers and proceedings that were presented at or reported from the meetings in addition to several related specialized publications.

The compact format of the bibliography is designed for ease of use. Entries are grouped under the topics of quality, finance and budget, nontraditional and lifelong learning, authorization and oversight, state agency relationships to public and independent institutions, state agency and government relations, conditions and problems for the '80s, other state agency matters including state planning and program evaluation and audit, and minorities in postsecondary education (Bakke and Beyond). At the end of each section, where appropriate, a cross reference indicates some entries presented under another topic that contain related discussion.

For each topic, entries are arranged alphabetically by the author. In addition to the author and title of the document, each entry gives the sponsoring organization if other than IEP and SHEEO, the date of presentation, IEP and ERIC (Educational Resources Information Center) numbers and then, of course, the annotation or quotation itself. An index of authors indicates the page number for the author's entry.

All individual papers, proceedings reprints, proceedings and all but one related specialized publication in this bibliography are entered in the ERIC database. ERIC numbers are given for each entry. The ERIC number for the annotated bibliography itself is located on the title page. (Copies of papers, reprints of individual papers found in proceedings, proceedings or related specialized publications are available from the ERIC Document Reproduction Service. An ERIC order blank inserted at the back of the bibliography may be used for such requests.)

I. QUALITY

Introductory Comments

by Marvin W. Peterson

Perhaps no single issue gained greater prominence or confounded state-level public policy makers more than the debate over quality that emerged in the latter half of the 1970s. Quality--traditionally and primarily the province of institutions, their faculties and their voluntary associations--suddenly became a focal concern for many participating in discussions of processes and issues for state-level coordination and postsecondary education policy. The issue of quality raised many questions for discussion: Why is it important? How is it to be defined? Who is responsible for it? How is it to be assessed, maintained or stimulated?

Among the many conditions that led inevitably to debates about quality were: (1) student performance at all levels of education, (2) the expanded public-policy concern for postsecondary (as opposed to higher) education, (3) the failure of quantitative and/or more centralized approaches to budgeting to control increasing expenditures, (4) the inability of program approval reviews to combat duplication, (5) potential declining enrollments and excessive duplication in some states, (6) rising consumer expectations, (7) legislative and executive desire to provide effective as well as efficient public services, (8) shifts from emphases on state-level planning to institutional level planning and (9) squabbles among various postsecondary oversight agencies. Philosophical and pragmatic debates became standard fare on diverse views of excellence in all areas versus absolute standards; on the appropriateness and utility of goal achievement and outcome, performance or impact measures; and on the use of qualitative and judgmental assessments versus quantitative assessments.

Normally resistant institutional participants were gradually engaged in debate about quality with state higher education officers and executive and legislative officials. Issues of quality, its meaning and measurement, and the participants' role and responsibility for it are found in all areas of state public policy making. These cover statewide and institutional planning, institutional accreditation and eligibility, state auditing, program review, accreditation and licensure, budgeting and resource allocation, and even potential issues of reduction or retrenchment.

The papers that follow (and some in other sections of the bibliography) reflect the issues, definitions, participants, relationships, and roles and functions that were debated. They offer no final answers to this age-old question but reflect the rich and insightful debates and developments that have sharpened the understanding of the role and purposes of postsecondary education and of quality.

QUALITY

BAILEY, STEPHEN K. "Planning to Improve Quality: The Case for Optimism." Aug. 1979, IEP Paper No. 001, 17 pp. ERIC Document Reproduction Service, No. HE 013 781.

Issue: in past decade an onslaught on academic quality unprecedented in scope and intensity.
Causes for optimism: new public demands for standards, growing sophistication in statewide planning, whistle-blowing on shoddy off-campus and nontraditional programs, renewed energy of accrediting and eligibility associations and agencies, changing mood of higher education's consumers.
Need: increased emoluments, security and dignity of academic life for faculty and administrators as partners in the common enterprise of improving academic quality.

BONHAM, GEORGE W. "The Maintenance of Academic Quality in a Time of Uncertainty." July 1977, IEP Paper No. 007, 16 pp. ERIC Document Reproduction Service, No. HE 013 827. (Also in IEP Proceedings No. 907, pp. B-1 - B-14.)

Issue: particular American tension between search for excellence and need to equalize opportunities.
Essential elements for statewide boards: do not deprive imaginative academic institutions of their natural initiatives, deal with educational substance, consider qualitative questions about human accomplishments beyond terms of levels of literacy, energize best resources, identify and reward exceptional talent, make students ultimate centerpiece.

COLLINS, LeROY. "To Think, To Choose, To Act." Aug. 1979, IEP Paper No. 022, 19 pp. ERIC Document Reproduction Service, No. HE 013 782.

Recent developments for improvement of quality education in Florida: special remedial help for needy children, toughened standards for future teachers, movement toward excellence in higher institutions and community colleges, aid to independent colleges, commission to study state's total postsecondary education structure.
Education for basic needs: need to think, comprehend, understand, search for knowledge, conceptualize; need to choose in work and living between good and bad, right and wrong, effective and ineffective; need to act.

McGEHEE, LARRY T. "Definitions of Quality." July 1980, IEP Paper No. 041, 8 pp. ERIC Document Reproduction Service, No. HE 013 783.

Socratic dialogue on quality: "In a free society, whoever or whatever gives you freedom also gives you, at the same time, the freedom to be excellent or less than excellent...excellence must be a free enterprise, else it is but a shadow of excellence...a greater goal to seek than 'Management-by-Objective' would be 'Management by Subjective,' for ultimately a free society stays free by seeking ways to get its individuals to define and desire their own excellences."

MILLETT, JOHN D. "The States Face Issues of Quality in Higher Education." July 1979, IEP Paper No. 049, 26 pp. ERIC Document Reproduction Service, No. ED 177 960.

"The need for quality in American higher education arises from two basic considerations. The first consideration is that of technical and professional competence in serving others. The other consideration is that of general intellectual competence for individuals as functioning, humane, literate, and social beings. Technical and professional incompetence can damage everyone in society. General intellectual incompetence can damage the moral, political, and economic leadership of our pluralistic society and our liberal democracy...Members of governing boards and of statewide boards cannot ensure quality in higher education but they can inquire about the presence of quality in higher education."

NYQUIST, EWALD B. "Quality, Quangos, and the States." July 1980, IEP Paper No. 051, 35 pp. ERIC Document Reproduction Service, No. HE 013 784.

Scope: historical forces, comments on voluntary accrediting agencies, state agencies, quality, future outlook.
Observation: mutual aims of state agencies and accrediting agencies regarding quality, maintaining diversity, promoting most effective education possible, being responsive to institutions and public welfare.
Need: cooperation between state higher education agencies and accrediting associations, which can serve mutual aims better than either group acting alone.

PAILTHORP, KEITH. "The Many-Body Problem of Quality Oversight." July 1980, IEP Paper No. 053, 6 pp. ERIC Document Reproduction Service, No. HE 013 785.

"The state governing and coordinating boards, which in my experience have been reluctant to dilute their planning and coordinating functions with the administrative duties involved in oversight, may have to reevaluate the innocence of their bystanding. And our domestic institutions may have to forego their exemptions from state oversight in order to restore procedural teeth to licensing laws."

PRIEST, BILL J. "Quality in Higher Education: A Community College Perspective." July 1980, IEP Paper No. 056, 9 pp. ERIC Document Reproduction Service, No. HE 013 786.

"Community colleges have had quality control of unimpeachable integrity in the form of the senior colleges and universities themselves. The conformity of our academic exit standards to their entrance standards has been an imperative...Perhaps you can help us to take the long view that considers quality in its diverse guises. Our students are different, our missions are different, and it follows that our quality standards will be somewhat different as well."

SCOTT, ROBERT A. "Program Review's Missing Member: A Consideration of Quality and Its Assessment." July 1980, IEP Paper No. 059, 8 pp. ERIC Document Reproduction Service, No. HE 013 576.

<u>For considering the quality of academic programs</u>: consideration of purposes, or goals; congruence between program goals and institutional goals, which must be congruent with societal or patron values and goals; use of resources; context in which program activities take place; degree to which program attains goals or peak performance.
<u>Excellence in these terms</u>: superior attainment of distinctive objectives.
<u>Quality</u>: most often made known by an informed judgment based on shared understandings.

THRASH, PATRICIA. "Evaluating Quality: Roles, Relationships, Responsibilities of States, Federal Agencies, and Accrediting Associations--The Perspective of the Regional Accrediting Commission." July 1980, IEP Paper No. 062, 10 pp. ERIC Document Reproduction Service, No. HE 013 787.

Evidence of emerging effectiveness of the regional accrediting commission in quality maintenance: examining institutions with problems more often, imposing stipulations, placing some institutions on probation, failing to grant candidacy and dropping some institutions from candidacy.
Need: "Roles and responsibilities of state coordinating agencies and institutional accrediting commissions, while different, are also becoming more complementary, if not common, and need to be articulated...primary caution of the regionals would be that the autonomy of the institutions not be threatened by such cooperation."

Additional discussion on quality is also included in these IEP papers: Ingram, Richard T., IEP Paper No. 037, p. 31; Smith, Donald K., IEP Paper No. 060, p. 12; State Postsecondary Education Institutional Authorization Program, Thurston E. Manning, ed., IEP Paper No. 061, p. 26.

II. FINANCE AND BUDGET

Introductory Comments

by Lyman A. Glenny

Attempts at PPBS (planning, programming and budgetary systems) and associated "systems" approaches to the budgeting of higher education began in the early 1970s. By 1975-76, when most of the papers in this section were presented, higher education had already foreseen the improbability of adopting any of the extant systems, yet saw the necessity for funding programs rather than functions or specific line items. The authors admonish colleges and universities, especially the state coordinating agencies, to set priorities by program, to review programs for probable cutbacks in financing and to establish long range plans for doing so--"imperative planning" according to Frank M. Bowen.

The foresight reflected in these papers and subsequent actions taken by the colleges and agencies addressed indicate a high degree of understanding about future conditions in higher and postsecondary education. These conditions range from a review of inflation factors to anticipated drops in enrollment, reduction in real dollar resources, and added strain in relationships between staffs of government and staffs of higher education. The issues delineated have intensified; the suggested responses to those issues are now more pertinent than when first proposed.

The urgings to colleges and universities to review programs and set their own priorities before some state office actively intervened have taken place in hundreds of institutions. These actions occurred not just because of what the authors recommended (although the form, the persons involved and the processes suggested are in use) but out of the emerging harsh realities that were assumed as givens by the authors. Their concern for institutional autonomy and heavy faculty involvement in determining priorities and developing the procedures through which administrators could make hard choices established the ground rules for much current practice.

Planning, the bugaboo of the incrementalists, has indeed become an imperative. It is no longer engaged in because the state authorities demand direction for developing a growing educational system. Rather, the multicampus systems, universities and colleges--in greater cooperation with

governing boards and state coordinating agencies--initiate their own planning momentum as a leadership and management necessity. As the authors anticipated, higher education is in a new age of uncertainty with planning seen as a means to provide greater sense of control over destiny and with cooperation the handmaiden of greater security.

FINANCE AND BUDGET

BARNES, R. KENNETH. "Remarks on Financing Postsecondary Education." IEP/National Association of State Budget Officers. Dec. 1975, IEP Paper No. 002, 6 pp. ERIC Document Reproduction Service, No. HE 013 788.

Issue: utilization of available limited dollars by leaders in postsecondary education, budgeting and other public programs to provide public services for which they are responsible.
Major considerations: emerging staff role of higher education coordinating agencies in recommending major policy changes, examination of tuition and other curriculum charges in relation to state and local appropriations, increased state funds for independent institutions, innovations in higher education scene.
Need: earlier communication by education officials and budget officers for preparation to justify higher education request to state general assembly.

BOWEN, FRANK M. "Making Decisions in a Time of Fiscal Stringency: The Longer-Term Implications." IEP/National Association of State Budget Officers. Dec. 1975, IEP Paper No. 009, 26 pp. ERIC Document Reproduction Service, No. HE 013 789.

Prediction: higher education budgetary process in 1985 to be supported and administered along lines similar to procedures and concepts of '50s and '60s--planning, programming and budgetary systems (PPBS)--but in form of "imperative planning."
Support: experience of University of Wisconsin system for providing clearest evidence of changed and improved current trends in budgetary process; comparison of PPBS as originally conceived and "imperative planning"; importance of data quantification.
Role of executive and legislative budget agencies: flexibility, accountability, acceptance of "imperative planning" as a realistic basis for funding decisions at state level.

CALLAN, PATRICK M. "Closing Remarks" (Conference on Financing Postsecondary Education). IEP/National Association of State Budget Officers. Dec. 1975, IEP Paper No. 013, 7 pp. ERIC Document Reproduction Service, No. HE 013 790.

Subjective reflections on meeting themes: improved communication through avoidance of duplicate management

systems and of dual or triple budget formats and submissions; necessity of prioritizing and of budgetary reallocations in higher education; realistic view of political process by state agency; need to single out for special study issue of incentives and disincentives in budgeting.

CENTER FOR THE STUDY OF HIGHER EDUCATION, UNIVERSITY OF MICHIGAN, "Report of a Survey on Inflation Factors Used in Recent Higher Education Budget Requests and Appropriations" (written by G. Richard Wynn). May 1975, IEP Paper No. 018, 41 pp. ERIC Document Reproduction Service, No. ED 121 178.

Objective of survey: determination of states using inflation factors in recent higher education requests and appropriations.
Results: descriptions of inflation factor use in 44 responding states.

COOK, M. OLIN. "Implications for the States Regarding the Relationship of the State Coordinating Agency with the Executive and Legislative Division of State Government in Meeting Budget Needs for Higher Education Systems." Dec. 1976, IEP Paper No. 023, 7 pp. ERIC Document Reproduction Service, No. HE 013 792. (Also in IEP Proceedings No. 911, pp. 19-20.)

Issue: necessity for state coordinating agency to remain objective and untied to governor, general assembly or higher education institutions.
Principles: agency staff versed in higher education; staff ability to communicate educational needs and information to governor and general assemblies; agency freedom from political influence; involvement of institutions in budget process; consistency of budget process for higher education with budgeting for other agencies of state government but allowance for unique differences and needs of former; avoidance both of budget needs that exceed available general revenues or of outlook that anticipates continuing percentage of general revenues for education.

GLENNY, LYMAN A. "The Changing Relations Between Higher Education and Government: Budgeting Practices and Pitfalls." Aug. 1977, IEP Paper No. 032, 44 pp. ERIC Document Reproduction Service, No. HE 013 793.

Scope: current operating trends and domains--agency trends, interagency relationships, issues of checks and balances in government; suggested functions for state budget review agencies--state higher education agency, executive budget office, legislative staffs, revenue projections.
Objective: to increase alternatives to reinforce system of checks and balances required by democratic system, to improve professional qualifications of staff while keeping them under control of elected political leaders, to emphasize role of long-range planning and policy analysis for state higher education systems.

GLENNY, LYMAN A. "State Staff and Issues for Budgeting Higher Education." Jan. 1976, IEP Paper No. 033, 51 pp. ERIC Document Reproduction Service, No. HE 013 794.

Need: requirement of different data and information bases and new perspectives on decision-making process because of new complexities of political and organizational environment for institutions.
Changed conditions: downturn in enrollments resulting in new institutional forms and means of offering education and fluctuations among institutions and among disciplines within institutions; lack of increase in total portion of budget going to higher education; low priority of higher education among state services.
Suggestion: objectives and goals backed by data-based realism, imaginative analysis and appropriate actions.

HUFF, ROBERT A. "Undergirding Program Decisions with Information and Unit Costs: An Approach to Differential Funding for Statewide Systems of Postsecondary Educational Institutions." Nov. 1975, IEP Paper No. 036, 41 pp. ERIC Document Reproduction Service, No. HE 013 795.

Scope: rationale for differential funding, technological support for political process, dimensions of differential funding, description of needed technology, an illustrative application, plan for action, final caution.
Observations: for effectiveness as change agents, provide greatest possible number of benefits (incentives) to key participants; seek reasonable consensus (an absolute necessity); realize indecision on point of reasonable consensus could possibly paralyze efforts for improving planning process.

MEETH, L. RICHARD. "The Impact of State and Federal Funding Regulations on Nontraditional Postsecondary Education." May 1975, IEP Paper No. 042, 19 pp. ERIC Document Reproduction Service, No. HE 013 796. (Also in IEP Proceedings No. 909, pp. 13-31.)

Scope: formula problems, some federal funding problems, approval problems.
Proposed solutions: proposals largely centered in restructuring formulas and guidelines to take into account special features and purposes of nontraditional education; suggestions ranging from adding flat or percentage increments specifically for such programs to finding more equitable unit of measure than credit hour.

MICEK, SIDNEY S. "Introducing Higher Education Outcome Information Into The State Planning and Budgeting Process." March 1976, IEP Paper No. 043, 20 pp. ERIC Document Reproduction Service, No. ED 132 925.

Problems and limitations of state planning and budgetary process: concern among administrators and faculty about increased regulations and control placed on institutions by budget process and about demands for budget-related information.
Potential impact of use of outcome information in planning and budgeting: major implications of creating new incentives and developing environment for more effective use of resources and for improved education programs that meet needs of students and society.
Major concern: that decision makers at institutional and state levels join in charting positive and reasonable course of action to achieve valued educational outcomes.

SMITH, DONALD K. "Academic Program Audit and Review as a Means of Resource Reallocations." Dec. 1975, IEP Paper No. 060, 9 pp. ERIC Document Reproduction Service, No. HE 013 797.

Principal causes of current interest in program audit and review: at beginning of '70s many if not most public universities' exaggerated views of their potentiality of attracting an ever-expanding student clientele; excessive optimism about ability or willingness of government to provide ever-expanding resources; emerging intention of state and federal government to contain or drive back levels of public expenditure; adjustment of aspirations to

static or declining resources.
Relevant management principle: that faculty assume primary responsibility for program audit and review, facing hard questions and reaching decisions.
Major issues of development and implementation: program excision a form of resource allocation; use of external professionals indicated in particular cases; substantial loss of efficiency indicated in excessive self-study, analysis and reporting; controlling purpose of program audit and review: maintenance and improvement in health, vitality of university; reduction of program proliferation a double-edged sword.

Additional discussion on finance and budget is also included in these IEP papers: Folger, John K., IEP Paper No. 030, p. 57; Venton, J. Peter, IEP Paper No. 064, p. 36.

III. NONTRADITIONAL AND LIFELONG LEARNING

Introductory Comments

by Fred F. Harcleroad

The concept of lifelong learning, now almost a century old, expanded greatly in the 1970s with growing concern for the aging of the United States population and the increasing need for retraining and reindustrialization. At the same time tax constraints, growing in intensity for well over a decade, place fiscal limits on postsecondary education while education costs inflate. Simultaneously, increasing numbers of students cannot forego job income and want postsecondary education delivered to them. Although state provisions for lifelong learning vary greatly, many of them cluster under the rubric of nontraditional education.

Both old ideas (such as correspondence education, 150 years old; consortia, 55 years old; and television, 30 years old) and more recent ideas (such as laser-based, videodiscs and videotapes) are included in the concept of nontraditional and lifelong learning. It includes also a relatively recent, and less expensive, plan for organizing postsecondary education described as the "contract" college. The "contract" college makes it possible to provide community-based postsecondary education rapidly and without huge capital costs. Programming based on current local needs can be provided expeditiously in existing facilities, using experts as instructors on a temporary basis. Institutions using the "contract" college plan rank high in program quality and acceptance by mature students and low on overall costs--a desirable mix that has led to many examples throughout the entire country.

The papers in this section of the bibliography provide thoughtful and practical discussion of the assumptions, issues and problems related to nontraditional and lifelong learning. The case studies are particularly informative in detailing the advantages, obstacles and solutions of "contract" colleges and "colleges without walls."

NONTRADITIONAL AND LIFELONG LEARNING

BENDER, LOUIS W. "A Third Version of the Community College: The Contract College--An Analysis for State Planners." Feb. 1977, IEP Reprint No. 903-1, 26 pp. ERIC Document Reproduction Service, No. HE 013 799. (Also in IEP Proceedings No. 903, pp. 105-129.)

Distinguishing characteristics of "contract" community college: contracts with other existing institutions to provide educational programs and services, lacks permanent campus and facilities or permanent faculty; directly employs personnel as a small administrative complement to carry out functions of community-needs assessment, student recruitment and admission, determination of educational programs and services required for student clientele, identification and contracting with appropriate institutions or organizations to provide desired programs and services.
Advantages of contract colleges: provision of immediate programs and services that are generally accepted qualitatively; instant legitimization; access for some students to otherwise unaccessible local independent institutions; assurance of personal and individual program planning; economic advantages for local sponsor; benefits to existent postsecondary institutions.

HEATH, PAUL R. "Case Study #2: The 'Contract College' Type: John Wood Community College." Feb. 1977, IEP Reprint No. 903-CS-1, 17 pp. ERIC Document Reproduction Service, No. HE 013 803. (Also in IEP Proceedings No. 903, pp. 147-162.)

Common market concept: utilization of all educational resources in area to provide comprehensive community college educational opportunities to district residents; John Wood Community College (Illinois, organized 1974) providing instructional and support services through existing college and proprietary schools in Illinois, Missouri and Iowa.
Advantages of common market: permits new community college to offer quality programs at once on large scale; offers opportunity to identify and provide for community needs; enhances student program flexibility, encourages young students to stay in area.
Challenges: quick response to changing patterns of student enrollment; possible negative impact on institutional identity; possible detrimental effect of admission, registration, drop/adds, withdrawals, program changes and audit trails; avoidance of criticism and potential judicial review in working with church-related colleges; differing funding pattern needs; ability to resist building monument

or developing athletic program; continued acceptance by accrediting agencies.

LUCAS, RICHARD. "Case Study #3: The 'Contract College' Type: Union County Coordinating Agency for Higher Education." Feb. 1977, IEP Reprint No. 903-CS-2, 13 pp. ERIC Document Reproduction Service, No. HE 013 804. (Also in IEP Proceedings No. 903, pp. 163-174.)

Purpose of Union County Coordinating Agency for Higher Education (New Jersey, established 1969): provides means by which Union County makes immediate and extensive use of two existing educational institutions to secure for county residents services and facilities of a community college. Observations: continued growth of system and ability to cope with growth despite declining state funding and constant level of county funding; record of fifth lowest full-time equivalent cost in state; among broadest range of programs in state; leaders in allied health programs and health-care facilities; failure of attempts to deal with significant integration of involved institutions because of question of institutional relationships within system; need for agency not to appear unwilling to exercise its power; advice to others involved in similar arrangements--recheck compliance with regional accrediting authorities and determine mechanism provided to assure accountability of public funds.

McNEIL, DONALD R. "State Planning for Adult Learners." Feb. 1977, IEP Reprint No. 903-3, 16 pp. ERIC Document Reproduction Service, No. HE 013 801. (Also in IEP Proceedings No. 903, pp. 19-33.)

Assumptions for lifelong learning: limited tax resources at federal, state and local level; need for diversity in institutions, subject matter, philosophies and value systems; need to accompany planning with evaluation and coordination; need to involve students, faculty, administrators, designated planners and financial supporters in planning function; inability to achieve perfectly meshed plan given variations among states and inhibiting outside forces such as changing economy, attitudes and political figures.
Issues for state planners: weighing individual need; duplication; all-encompassing plan, regardless of source of funding; establishing priorities; guaranteeing quality; extent of detailed plan; diversity of learning; establishment of new institutions or agencies to reach new

adult audiences; extent that institutions seek out new audiences; determination of taxonomy; means of integrating federal, state and institutional plans for lifelong learning.

SMITH, PETER P. "Case Study #1: The 'Without Walls' Type: Community College of Vermont." Feb. 1977, IEP Reprint No. 903-CS-3, 16 pp. ERIC Document Reproduction Service, No. HE 013 805. (Also in IEP Proceedings No. 903, pp. 131-145.)

Purpose of Community College of Vermont (established 1970): serve adults who have no other access to appropriate education and provide community-based, competency-based college without campus; enable Vermont citizens to continue their education at home, especially people discouraged in past by high tuition costs, distances from campuses, family or job responsibilities or limiting admissions policies.
Obstacles and solutions: legitimacy--governmental or other derivation; duplication--programming with learners in response to their needs and harnessing existing programmatic resources; quality--development of competency-based contract approach to certificate and associate-degree programs.
Some simple approaches for development of lifelong program: educate rather than refute; know constituency of program; distinguish pattern from function; listen carefully, answer helpfully and attempt to convince by educating.

IV. AUTHORIZATION AND OVERSIGHT

Introductory Comments

by Richard M. Millard

Since postsecondary education institutions are corporations, they have always had to be chartered, licensed or incorporated in the states where they are established. However, until the mid-twentieth century, with a few exceptions such as New York, such incorporation differed little from incorporation of other companies and primarily required registration with the secretary of state. With influx of students under the G.I. Bill after World War II, the public, the legitimate institutions and the states became progressively concerned with "diploma mills" and with types of operations more interested in obtaining students' money than offering sound educational programs. This was reinforced by the growing consumer movement and its extension to postsecondary education.

In 1960 the National Commission on Accrediting and the American Council on Education developed model legislation to strengthen state authorization laws but this legislation had little impact. By 1973 when the Education Commission of the States published model legislation, the situation had changed sufficiently so that at least 25 states utilized the legislation in developing new legislation, reviewing existing legislation or promulgating new regulations under broader authorization laws. Currently 48 states have authorizing legislation for nondegree and proprietary institutions and 41 states have it for degree-granting institutions. Some of the laws need strengthening, some states still without laws should add them and laws across the nation need to be made more comparable.

The issue of state authorization and oversight has been a continuing one in the Inservice Education Program (IEP). Two IEP seminars, one in Keystone, Colorado in 1976 and one in Colorado Springs, Colorado in 1978 were devoted primarily to the subject. The one in Colorado Springs, cosponsored by the U.S. Office of Education, followed the December 1977 publication of the most comprehensive study to date of state authorization and oversight (by the American Institutes for Research under the direction of Steven Jung). The papers included in this bibliography cover the history, the problems and the limitations of state authorization and oversight activities along with recommendations for further action. Among the recurring recommendations, one that has not been

implemented is a need for development of an effective interstate clearinghouse for information on authorization and oversight activities.

These papers are not only of historical interest but continue to be relevant for a period in which fiscal stringency and variable enrollments are likely to encourage rather than discourage fraud, abuse and submarginal operations by a small minority of institutions more concerned with survival than service. Institutions must exist and be authorized to operate by the state before they can be considered for accreditation or can become eligible for state and federal funds. Thus, effective state authorization and oversight are in the interest of students, institutions, accrediting associations and the general public.

AUTHORIZATION AND OVERSIGHT

BENDER, LOUIS W. "Licensing/Approval Organization Structure for the Fifty States Covering Private and Proprietary Degree Granting and Non-Degree Granting Institutions." IEP/Institute for Educational Leadership. July 1976, IEP Paper No. 004, 17 pp. ERIC Document Reproduction Service, No. HE 013 806.

Problem: relationship of licensing and/or approving agency to other units of state government.
Findings: three broad organizational types for licensure and approval of independent degree and nondegree-granting institutions of which state boards of education predominate in historical and numerical (33 states) authority and in designation as state board for vocational education; in 19 states a contemporary pattern of creating state-level governing or coordinating board for higher education; recognition of profit motive orientation of proprietary institutions seen in separate agencies in some states for trade and business.
Conclusion: early stages of increasingly important function of state-level involvement in licensing and approving postsecondary education institutions.

BOWEN, OTIS R., M.D. "A Governor's View." IEP/Division of Eligibility and Agency Evaluation, U.S. Office of Education. July 1978, IEP Paper No. 010, 11 pp. ERIC Document Reproduction Service, No. HE 013 807. (Also in IEP Proceedings No. 910, pp. 1-4.)

Issue: increasing interest in licensing and oversight, current situation, future needs.
Conditions: enlarged universe of institutions and rapid growth of federal and state student aid programs; accelerated consumer movement; progress in state approval and authorization of public and independent degree-granting institutions; identification of what needs to be done and decision on how it can be done.
Challenge: to make policy and to administer and adjudicate delicate yet important matters involved in oversight role of states.

THE FLORIDA BOARD OF INDEPENDENT COLLEGES AND UNIVERSITIES AND THE STATE AND REGIONAL HIGHER EDUCATION CENTER OF THE FLORIDA STATE UNIVERSITY. "Communication and the Redress of Grievances" (Marcia Myers, researcher). No date, IEP Paper No. 025, 62 pp. ERIC Document Reproduction Service, No. HE 013 808.

Scope: responses of individuals involved in licensure or approval of postsecondary education institutions and programs at state level.
Problem areas: inadequate laws, policies or staff for implementation of redress process, dealing with out-of-state/multistate institutions.
Need: information exchange among states on scope, systems, processes and procedures; on redress of grievances as they relate to degree-granting institutions; on penalties, methods of investigation and enforcement and possible procedures for compensation to consumer for fraud.

THE FLORIDA BOARD OF INDEPENDENT COLLEGES AND UNIVERSITIES AND THE STATE AND REGIONAL HIGHER EDUCATION CENTER OF THE FLORIDA STATE UNIVERSITY. "Glossary of Terms for State Licensing/Approving Agencies" (Revonda Williams and Bonnie Elosser, researchers). No date, IEP Paper No. 026, 30 pp. ERIC Document Reproduction Service, No. HE 013 809.

Concern: common terminology to be used in state licensing of private degree-granting institutions.
Findings: glossary of 33 terms and definitions most common to state statutes and regulations; selection of 17 terms and common definitions provided for analysis and discussion.

THE FLORIDA BOARD OF INDEPENDENT COLLEGES AND UNIVERSITIES AND THE STATE AND REGIONAL HIGHER EDUCATION CENTER OF THE FLORIDA STATE UNIVERSITY. "Procedures for Visitation of Degree Granting Institutions" (Matthew J. Quinn, researcher). No date, IEP Paper No. 027, 8 pp. ERIC Document Reproduction Service, No. HE 013 810.

Topic: state agency evaluation visits of institutions.
Scope: typical schedule for short visit used in some states for program evaluations and for long visit for licensing; typical sequence of activities leading to licensing.

THE FLORIDA BOARD OF INDEPENDENT COLLEGES AND UNIVERSITIES AND THE STATE AND REGIONAL HIGHER EDUCATION CENTER OF THE FLORIDA STATE UNIVERSITY. "The Role of State Licensing and Approval Agencies in Providing Information to Educational Consumers--A National Survey" (Margaret Walton, researcher). No date, IEP Paper No. 028, 19 pp. ERIC Document Reproduction Service, No. HE 013 811.

Purpose: investigate role of state licensing and approval agencies in providing information to educational consumers prior to their expenditure of money and time.
Findings: confirmation that most state licensing agencies have some degree of legal authority pursuant to consumer protection; type and amount of information given to education consumers by both agencies and institutions still questionable.

HOLLANDER, T. EDWARD. "Reactions to the American Institutes for Research Study: A State Perspective." July 1978, IEP Reprint No. 910-1, 6 pp. ERIC Document Reproduction Service, No. HE 013 813. (Also in IEP Proceedings No. 910, pp. 14-18.)

"In fact, their findings encourage the view that the state is the most promising level of government for insuring adequate policing of postsecondary institutions, both for consumer protection and to safeguard the federal interest...The usefulness of the state in its oversight role requires a more generous federal recognition of the state role in higher education...State oversight for degree-granting institutions should be in the hands of an agency of state government that itself is reasonably separated from the everyday political decision-making process of state government...Although off-campus and branch campus operations raise academic questions, these can be resolved through appropriate licensure standards. In summary, the authors of the AIR study are right on target both in their findings and recommendations."

JUNG, STEVEN M. "A Review of the Study of State Oversight in Postsecondary Education." July 1978, IEP Reprint No. 910-2, 4 pp. ERIC Document Reproduction Service, No. HE 013 814. (Also in IEP Proceedings No. 910, pp. 11-13.)

Major findings: trend away from more public support for state regulatory intervention in name of consumer protection, away from provision of more public funds for any purposes of intervention in free marketplace and away from serious concern for individual student who through ignorance is subjected to educational malpractice.
Suggestions for licensing agencies: prepare routine annual reports to legislature and general public detailing student complaints; issue special reports detailing especially noteworthy abuses or actions taken against institutions; arrange publication and wide distribution within state of

pamphlets and/or handbooks; participate, with state vocational guidance organizations, in comprehensive programs to make potential students in state more aware of available options and their rights and responsibilities in choosing an education; point out cost benefits to state in maintaining careful, limited program of institutional monitoring and follow up.

MANNING, THURSTON E. "Summary and Synthesis of the Conference." July 1978, IEP Reprint No. 910-3, 6 pp. ERIC Document Reproduction Service, No. HE 013 815. (Also in IEP Proceedings No. 910, pp. 30-34.)

Scope: discernible themes in discussion; reactions to seven recommendations presented in American Institutes for Research Study of State Oversight in Postsecondary Education; other recommendations for action.
Themes: complexity of state oversight issues--widely different administrative organizations among states, heterogeneity of postsecondary institutions, different philosophical stances; dedication to quality of fairness toward institutions, striving for equality of treatment while recognizing essential differences; acceptance of "triad" involvement of federal government, states and accrediting agencies; recognition of state's fundamental obligation for oversight of all education within its borders; need for credibility among "triad" members.

MILLARD, RICHARD M. "To Colorado Springs and Beyond." July 1978, IEP Proceedings Paper No. 910-4, 7 pp. ERIC Document Reproduction Service, No. HE 013 816. (Also in IEP Proceedings No. 910, pp. 5-10.)

Changed perception of importance of state authorization since '50s: concern of legitimate institutions about degree mills; incidents of fraudulent or substandard operations designed to part veterans from their federal funds under G.I. Bill; phenomenal growth of postsecondary and higher education during '60s and first half of the '70s; growing public concern with consumer protection in all fields; series of exposures of fraud, abuse and submarginal operations by national media; Congress' and Administration's concern with fraud and abuse in federal programs; growing concern with off-campus, out-of-state and nontraditional forms of education regarding extent of their real educational benefits.
States' authorizing and oversight functions: incorporating, authorizing or licensing institutions as

precondition of accreditation or federal action of eligibility; continual monitoring of authorization process.

MOYÉ, ALFRED. "Reactions to the American Institutes for Research Study: A Federal Perspective." July 1978, IEP Reprint No. 910-7, 3 pp. ERIC Document Reproduction Service, No. HE 013 813. (Also in IEP Proceedings No. 910, pp. 24-25.)

"Clearly, one of the most important findings of the AIR study is that 48 states and the District of Columbia exercise some sort of licensing authority over private nondegree-granting institutions...Another important area of the study findings relates to state authorizing/oversight agency officials' perceptions of the U.S. Office of Education's [USOE] role. I sense a desire on the part of state agency representatives for USOE to assist in developing some kind of communication mechanism for the states in order to assist state agency officials in sharing information about schools that operate in more than one state. I also sense a desire that the office provide workshops and technical assistance, including legal experts and research studies, that will allow state agency officials to acquire new knowledge, skills and techniques for oversight."

PHILLIPS. JOHN D. "Reactions to the American Institutes for Research Study: A National/Federal Perspective." July 1978, IEP Reprint No. 910-5, 4 pp. ERIC Document Reproduction Service, No. HE 013 813. (Also in IEP Proceedings No. 910, pp. 18-20.)

"It seems to me that the next [course of action] will not be over how much more government control we can achieve to deal effectively with such issues as consumer protection or fraud and abuse, but rather how much less government control we can achieve to deal effectively with the much more fundamental issues of persistent issues of inflation, the basic freedom of our business and financial institutions to produce, the basic integrity of our educational institutions and study programs...If you can agree with me that we are facing a massive readjustment in the balance of power between government and other institutions of American life, then the AIR report must be seen not as charting a positive course but rather as a pretext for further extensions and refinements of government powers that must at least be resisted, if not reversed."

PROFFITT, JOHN. "Review of the Recommendations of the General Accounting Office in Its Draft Report, 'The Office of Education's [USOE] Eligibility Process--What Assurance Does It Provide?' and the Response of the U.S. Department of Health, Education and Welfare [HEW]." July 1978, IEP Reprint No. 910-6, 3 pp. ERIC Document Reproduction Service, No. HE 013 814. (Also in IEP Proceedings No. 910, pp. 26-27.)

Response of HEW and USOE to draft report: concurrence with recommendation that Commissioner of Education and USOE staff continue to meet with state accrediting bodies; concurrence with recommendation that federal agencies initiate efforts to increase public awareness of accreditation process; concurrence with direction but not with three specific recommendations concerning systematic evaluation of association petitions; concurrence with recommendation for implementing provisions of 1976 Education Amendments; concurrence basically with recommendation on regulations for eligibility for financial assistance programs; only partial concurrence on four recommendations regarding authorization; concurrence with recommendation for a study of type and method of information sharing in eligibility process.

SELDEN, WILLIAM K. "Some Random Observations on 'A Study of State Oversight in Postsecondary Education.'" IEP/Division of Eligibility and Agency Evaluation, U.S. Office of Education. July 1978, IEP Paper No. 067, 8 pp. ERIC Document Reproduction Service, No. HE 013 820. (Also in IEP Proceedings No. 910 under title "Reactions to the American Institutes for Research Study: An Accreditation Perspective," pp. 21-24.)

Issue: concern with identification and development of the means to reduce fraudulence in postsecondary education so that society does not unduly suffer and so that comparatively few individuals can be harmed.
Problem (more complex than issue): develop an appropriate means of exercising adequate oversight for postsecondary education so fraudulence will be reduced and remain at a minimum; accomplish this goal without establishing undue burden on all education institutions and without creating bureaucratic structure that will be excessive burden on either the public or private economic sectors.
Observations: support of principle that any expansion of external oversight of postsecondary education should be similar for all education and not limited to any one type of institution; need for both broad discretion and more

specific standards; recognition that government, like the private sector, has its entrenched and powerful segments that strive to perpetuate themselves.

STATE POSTSECONDARY EDUCATION INSTITUTIONAL AUTHORIZATION AND OVERSIGHT: A NATIONAL REPORT AND INSERVICE EDUCATION PROGRAM. "Some Salient Questions for Consideration by Working Parties," Thurston E. Manning, ed. IEP/Division of Eligibility and Agency Evaluation, U.S. Office of Education. July 1978, IEP Paper No. 061, 16 pp. ERIC Document Reproduction Service, No. HE 013 812.

Scope: questions for discussion with respective comments and "strawman" answers for each.
Issues: state licensing agencies' relationship to other state agencies and their personnel; communication among state licensing and approval agencies; strategies to improve statutes and regulations and administration; reciprocity; possible assistance of U.S. Office of Education; relationship to military-base programs; minimum consumer protection standards; relationship to state Veterans Administration course approving agencies; relationship to institutional eligibility for federal funding and to public institutions; recognition of institutional accreditation; licensing or supervision of extension activities.

Additional discussion on authorization and oversight is also included in these IEP papers: Nyquist, Ewald B., IEP Paper No. 051, p. 4; Pailthorp, Keith, IEP Paper No. 053, p. 5.

V. STATE AGENCY RELATIONSHIPS TO PUBLIC AND INDEPENDENT INSTITUTIONS

Introductory Comments

by Sheldon H. Knorr

Most states have identified their goals for higher education around four major themes: providing for quality, providing access to college for all who can benefit from it, effectively using available resources and offering a diversity of educational opportunities. State agencies interact with institutions in an effort to accomplish these goals. All of the processes that agencies have adopted--master planning, budget review, academic program review, mission definition--are directed at enhancing accomplishment of these goals.

The relationship between the state agency and the institution is a complex one. In general, the following principles apply:

- The state establishes the broad legal, organizational and fiscal framework for postsecondary education. This framework is typically stated in a statewide master plan.
- The state ensures that the funding of institutions is both adequate--consistent with state resources--and equitable.
- The state ensures that institutions have management flexibility and academic freedom.
- The state ensures that tax monies expended by the institutions are used for good purposes. Some form of accountability is necessary.

Both public and private institutions will contribute to accomplishing state goals for higher education and both must be included in master planning, mission identification and program review. In maximizing quality, access, diversity and efficiency, consideration must be given to the contributions that both sectors can make. Compliance in these areas on the part of the independent institutions should be as the result of cooperation, not mandate. The papers in this section of the bibliography identify sources that amplify each of these points.

Special Relationships of Independent Institutions

by Allan O. Pfnister

To include independent institutions in state master plans and to take advantage of the contributions this sector can make to state goals for higher education place special demands on state agencies. The relationships between state agencies and public institutions are complex, but the relationships between the state agencies and independent institutions become even more complex. On the one hand, wisdom and economy call for careful attention to all resources in the state, public and independent. Planning for the future requirements of the state during times of heavy demand on state resources dictates the most efficient and effective utilization of all institutions. On the other hand, if independent institutions are to maintain the historic autonomy that is a major element in their character and that is important to public institutions as well as to themselves, then state participation in mission identification and program review must be of a form that does not compromise that independence.

State agencies play an increasingly significant role in developing programs that include both public and independent sectors. The approaches differ from state to state, even as state constitutional provisions are different and set different parameters within which public and independent sectors can join and cooperate. Yet, states provide financial assistance to students, whether these persons attend public or independent institutions; they create the apparatus for independent institutions to issue bonds for capital construction; they purchase services; they arrange for sharing of facilities and other cooperative ventures.

The papers in this section of the bibliography refer to such areas as the relation of the independent sector to statewide planning and the importance of maintaining diversity in the higher educational opportunities in the state. They also discuss state response to the financial needs of independent institutions and the achievement of a balance between independence and accountability.

STATE AGENCY RELATIONSHIPS TO INSTITUTIONS

BENDER, LOUIS W. "Forces Which Damage Constructive Relationships From the Two-Year College Perspective." Jan. 1976, IEP Paper No. 003, 15 pp. ERIC Document Reproduction Service, No. HE 013 798.

Problem: Locus of detrimental relationships within a state system as perceived by two-year institutions.
Issues: disproportionate share of federal attention, funds or high policy representation; state hierarchical attitude giving inappropriate prestige to baccalaureate institutions, lack of equity for specific mission of two-year institutions, concern with drift toward state control created by unexplained requests for information; articulation of appropriate transfer recognition or credit, encroachment of state colleges seeking enrollment on typical community college functions, enrollment shift toward occupational programs.
Need: leadership toward resolution or arbitration by coordinating and governing boards on institutional-level issues viewed by two-year colleges as requiring such action.

BOREN, DAVID L. "The Issues." Nov. 1978, IEP Reprint No. 904-1, 20 pp. ERIC Document Reproduction Service, No. HE 013 832. (Also in IEP Proceedings No. 904, pp. 11-29.)

Issues: nonduplication of graduate programs through process of approval of state regional board of higher education, even for independent sector; restriction on adding new programs in both public and independent sectors; consideration of needs of society; shared facilities among public and independent institutions; preparation for change and for new roles; requirement of directory of resources among all public and independent institutions of those people and faculties having expertise in certain areas to do research for public policy making.
Observation: importance of cooperation between public and independent sectors and preservation of independent sector.

BOYD, JOSEPH D. "Case Study: Illinois." Nov. 1978, IEP Reprint No. 904-CS-1, 9 pp. ERIC Document Reproduction Service, No. HE 013 835. (Also in IEP Proceedings No. 904, pp. 57-64.)

Approach of Illinois State Scholarship Commission: attempt to respond to separate priorities of guaranteeing both access and reasonable choices; opening of college doors to

full and half-time students through need-based student aid program.
Issues for master planners on inclusive dual system of access and reasonable choice: coordinating with federal aid; establishing formula for maximum award based on accessibility of loans, on understanding of all concerned parties and on inflationary possibilities; adopting policy that forces public and independent institutions to share enrollment growth or decline; considering best actions with proprietary institutions; dealing with growing pattern of half-time students; implementing procedures that create reasonable choice and maximum operation for student and institution by having funds available early to enable longer periods of application.

CHANCE, WILLIAM. "Institutional Reviews by State-Level Agencies: The Evergreen Study." July 1980, IEP Paper No. 019, 11 pp. ERIC Document Reproduction Service, No. HE 013 821.

Issue: full-fledged institutional examination by a coordinating board to report findings and recommendations to legislature.
Legislative directive: determine actions necessary to broaden institution's clientele base by introducing traditional graduate and undergraduate course offerings; determine actions necessary to reduce institution's operating costs per full-time equivalent students to approximate average cost at other three state colleges.
Conclusion: demonstration of potential ability of a state-level agency to develop a report considered objective by both major parties; capacity of noninstitutional entities to appreciate and relate effectively to areas considered sole province of faculty and administrators.

FURMAN, JAMES M. "Designing a State Level Information Systems." IEP/National Center for Higher Education Management Systems. Dec. 1975, IEP Paper No. 031, 19 pp. ERIC Document Reproduction Service, No. HE 013 877.

Criteria for information collected at state level: responsibilities and authority of agency or group utilizing data and perceived issues toward which data relate.
Future issues: enrollment planning; student access, faculty and staff resources; program planning, review and evaluation; operational funding; facilities, space, capital planning.

HILL, WARREN G. "How Do We Get All of Postsecondary Education Together, and How Do We Get It To Work?" Sept. 1975, IEP Paper No. 034, 16 pp. ERIC Document Reproduction Service, No. HE 013 822.

Statewide postsecondary education agencies: functions, concerns, issues and problems.
Suggested mandates: identify and involve responsible parties, retain visibility but avoid sensationalism in press, inform concerned parties before making any public statement, supplement staff capability by inviting institutions and constituent boards to provide needed assistance, involve other responsible agencies early, develop and share valid information, stay on razor's edge between state's institutions and executive and legislative branches, develop recommendations for organizational change against broadest base possible.

HOBBS, DAN S. "Statewide Planning: Elements, Processes, Resources." Oct. 1978, IEP Paper No. 035, 16 pp. ERIC Document Reproduction Service, No. ED 177 990.

Planning outlook for '80s: reduction in full-time students resulting in diminished work-load for higher education and moderate to severe decreases in nearly all colleges and universities by 1985.
Minimum elements of five-year planning model: student enrollments and projections, education programs, requirements for faculty and staff, higher education financing.
State-level planning models: higher education management model, student access model, budget incentive model, combination of above.

INGRAM, RICHARD T. "Institutional Reactions Under Conditions of Fiscal Stress (Comments on 'Uncertainty in Public Higher Education: Responses to Stress at Ten California Colleges and Universities')." Aug. 1980, IEP Paper No. 037, 7 pp. ERIC Document Reproduction Service, No. HE 013 823.

Contributions of California Study: confirms that institutional administrators are facing up to fiscal and other constraints; offers important suggestions for institutions, coordinating and governing agencies and state government; brings home human dimension in politics of retrenchment; inadvertently raises intriguing questions about role of trustees and regents in determining responses to stress.

Example of Plattsburgh State University of New York: excerpts and recommendations from recent report of university's efforts to maintain quality and respond to changing needs of students and society without dependence on growth.

JONSEN, RICHARD W. "State Policies and Programmatic Implementation." Nov. 1978, IEP Reprint No. 904-2, 18 pp. ERIC Document Reproduction Service, No. HE 013 833. (Also in IEP Proceedings No. 904, pp. 31-47.)

Appropriate role of state in financing of nonpublic institutions: student aid program for students attending independent institutions; student aid grants through coordination of state and federal programs; federal-state-institutional partnership to assure every eligible student adequate financial aid to attend public or nonpublic institution of choice; direct support to independent institutions.
Accountability of nonpublic institutions for performance and use of tax funds: recommendation to vest responsibilities for monitoring accountability of independent sector in state agency for postsecondary education; possibility of independent sector involvement in program review and other procedures for assessing responsible and responsive service.

LEWIS, ROBERT L. "How Might Statewide Boards Continue to Enhance Relationships With Their Constituents?" Aug. 1980, IEP Paper No. 040, 6 pp. ERIC Document Reproduction Service, No. HE 013 824.

Ironies: presupposition that trustees knowledgeable of their role; principal resource for training trustees, college presidents, themselves untrained to train trustees; possibility presidents even prefer not to train trustees lest the latter become too perceptive, critical, effective; for being made aware of real issues in higher education college trustees, like cuckolded husband, usually the last to know.
Causes for optimism: natural environment of higher education for both trustees and statewide boards, their common concern, their common objective.

McGUIRE, EDWARD. "Case Study: Pennsylvania." Nov. 1978, IEP Reprint No. 904-CS-2, 8 pp. ERIC Document Reproduction Service, No. HE 013 836. (Also in IEP Proceedings No. 904, pp. 51-56.)

Approach by Pennsylvania regarding public money and independent institutions: direct aid to student; direct aid to institutions; state-owned system of 14 state colleges, state-related system of 3 universities, community college system and state-aided system of 13 independent institutions.
Massachusetts' support of its private institutions: program of direct aid to students based on need; 75 percent designated by law to students attending independent institutions; allowance for money to be migrated out to out-of-state independent institutions.

MILLARD, RICHARD M. "Reconciling Statewide Priorities and Institutional Aspirations." IEP/Association of Governing Boards of Universities and Colleges. Nov. 1977, IEP Paper No. 046, 18 pp. ERIC Document Reproduction Service, No. HE 013 825.

Scope: trends in coordination, issues requiring response on more than individual institutional bases, some alternatives to coordination, ways institutions can maintain their integrity and responsibly fulfill their academic missions.
Alternatives: movement toward more centralized systems and consolidated governing boards, direct intervention by political community, return to a Darwinian jungle.
Need: more effective institutional involvement as partners with and within systems including state higher education agencies.

MILLARD, RICHARD M. "Statewide Coordination and Governance of Postsecondary Education: Quality, Costs and Accountability--the Major Issues of the 1980s." IEP/Spring Hill Center. Dec. 1977, IEP Paper No. 047, 22 pp. ERIC Document Reproduction Service, No. HE 013 826. (Also in IEP Proceedings No. 912, pp. 3-7, 14-17, 31-32.)

Observation on coordination and governance in the '80s: "Given the nature of the issues, the increasing competition for students, and the necessity at some points for hard decisions, boards without some implementing powers in addition to persuasion are likely as are the institutions under their purview to be in serious trouble...Forms of

coordination will and should vary with the needs, conditions and histories of the states...Preserving or enhancing institutional independence to operate effectively, within role and scope and in the face of increased demands for accountability and outcomes, depends far more than ever before upon institutional support for and involvement in statewide planning and coordination."

MILLETT, JOHN D. "Creative Management in a Time of Economic Decline." July 1975, IEP Paper No. 048, 35 pp. ERIC Document Reproduction Service, No. ED 124 021.

Scope: application of creative management--planning and technology--to problems of economic decline within institutional setting of higher education.
Needs: creative management at state government level to reexamine number and location of institutions, institutional programs, pattern and magnitude of state financial support of public colleges and universities, role and impact of state financing of students, relationship of state government to independent institutions.
Conclusion: above all, quality of creative management revealed in motivation provided for essential change within colleges and universities themselves.

NORTON, JAMES A. "DOLPH." "State Relationships to the Private Sector." Jan. 1976, IEP Paper No. 050, 12 pp. ERIC Document Reproduction Service, No. HE 013 828.

Ohio experience in public policy and private sector: concern for all resources of state in higher education, encouragement of all institutions to seek gifts and grants from private donors, financial assistance for private education, useful coordination efforts.
General propositions: quality a proper requirement of both public and private higher education; no college entitled to claim life eternal; public and private institutions alike threatened by inflation, so warfare between them can be destructive to both.

ODELL, MORGAN. "Case Study: California." Nov. 1978, IEP Reprint No. 904-CS-3, 9 pp. ERIC Document Reproduction Service, No. HE 013 817. (Also in IEP Proceedings No. 904, pp. 65-72.)

Observation: competition and cooperation between independent and state-supported sectors a major factor in development of higher education in California. Suggestions to promote harmony between Florida sectors: talk less about segmental interests and more about student interest; adopt policy that allows poor institutions to fail and good ones to succeed; realize that any state funds going to students in independent institutions do not detract from funds for state-supported institutions; recognize invalid myth that low tuition charge needed to provide access; reexamine goals of higher education in light of new conditions and circumstances; provide for appropriate participation of independent institutions in state-level decision making that affects all of higher education or independent higher education alone.

PHILLIPS, JOHN D. "Policy Issues, The Federal Government, and Diversity." Nov. 1978, IEP Reprint No. 904-3, 14 pp. ERIC Document Reproduction Service, No. HE 013 834. (Also in IEP Proceedings No. 904, pp. 75-87.)

"Generally speaking...it is wise and proper for states to look beyond the prevailing and conventional wisdom of student and strategies, and to explore additional mechanisms for stabilizing the financial and enrollment patterns within their higher educational system...Based on the federal perspective and the federal experience, the basic policy themes to be pursued, whether through student aid or capitation grants, or whatever, should be (1) service to students with funding based on the enrollment of students in a relatively free-choice educational marketplace, (2) judicious intervention in the marketplace to prevent unfair competition, and duplication of programs, and to assure coordinated responses to new and emerging program needs, and (3) above all, simple, responsive, and representative mechanisms to contain the tendency toward governmental overkill."

RABINEAU, LOUIS. "State Policy and Postsecondary Education: The Relationship of the Independent and Public Sectors (Summary Notes)." Nov. 1978, IEP Paper No. 058, 11 pp. ERIC Document Reproduction Service, No. HE 013 869. (Also in IEP Proceedings No. 904, pp. 91-102.)

Issues: reason for state interest in independent colleges and universities; inclusion of this sector in statewide

planning, support of sector through institutions or students; accountability, reasons for state support. Some propositions for state support of private sector: saving an institution for sake of state, need for state policy, monitoring, planning/participation. Possible vehicles for administering state aid: student aid programs, tuition equalization programs, direct grants to institutions.

VENTON, J. PETER. "Present Trends in Power Relations Between Government and Higher Education (The Province of Ontario as a Case in Point)." Aug. 1977, IEP Paper No. 064, 18 pp. ERIC Document Reproduction Service, No. HE 013 829.

Aspects: power of higher education institutions to achieve objectives through influence on government; power of such institutions to make decisions, choosing among alternatives within framework of constraints imposed by government. Observations: government's virtual control over level of revenues in university system likely to continue and diminish system's power; possible changes: increases in tuition fees; institutional retention of power to make decisions on allocation of revenues among expenditure objects or functions; measure of power lost by universities in graduate realm; possible shift of decision-making power from collectivity to coordinating agency unless former group strengthens efforts to improve quality of graduate programs or financial arrangements secure these effects.

WEST, CAMERON P. "What the Nation's Private Colleges Perceive as the Implication for Their Future." Dec. 1975, IEP Paper No. 065, 10 pp. ERIC Document Reproduction Service, No. HE 013 830.

"The business of higher education has too long ignored the ramifications of extended growth. Public policy, in the form of conscious legislative decisions, can now spend the taxpayer's educational dollars more wisely by maintaining an equilibrium between the (public and private) sectors...Unless students are given additional assistance, private colleges and universities will not be able to maintain present enrollment levels."

ZIEGLER, JEROME M. "Who Controls, Who Will Control Higher Education?" Jan. 1976, IEP Paper No. 066, 21 pp. ERIC Document Reproduction Service, No. HE 013 831.

Agencies of control: levels of state, local and federal government; federal courts; external nongovernmental forces acting on institutions of higher education--media, political parties, national and state religious organizations, business corporations, trade unions, national and state associations and philanthropic organizations.
Approaches to problems of control: clarification of state responsibility for assignment of mission, level of funding, state policy on access and equal opportunity; clarification of decision-making authority of state-wide planning; within framework of state policy, freedom of institutions to administer within limits of their budget; within framework of state-wide policy on planning, mission and scope, faculty responsibility for development of academic programs; identity of interest by state government and institutions to keep federal government within strict bounds.

Additional discussion on state agency relationships to public and independent institutions is also included in these IEP papers: Bender, Louis W., IEP Paper No. 003, p. 29; Clark, Burton R., IEP Paper No. 021, p. 57; Glenny, Lyman A., IEP Paper No. 032, p. 10.

VI. STATE AGENCY AND GOVERNMENT RELATIONS

Introductory Comments

by Robert O. Berdahl

The papers in this section accurately reflect the fundamental fact of life that state agencies of higher education exist in a politicized world in which their relations with organs of state government are matters of great sensitivity. On the one hand, if the agencies are thought to act too directly as "spear carriers" for partisan political forces, they will damage their relationships with the universities and colleges. On the other, if the agencies are perceived by state officials as remaining too aloof from their concerns with accountability and efficiency, then there may be efforts to abolish or alter the state board.

That this last scenario is not a hypothetical one is illustrated by Richard M. Millard's study State Boards of Higher Education (1976) in which he reported at least 20 states had taken constitutional or legislative action to modify their existing coordinating or governing structures between 1970 and 1975. As is widely known, for each such formal change, there must be at least double the number of unsuccessful efforts to change state board structures, powers, membership and/or leadership.

Clearly there seems to be a great deal of unfulfilled expectations on the part of state officials. To make this general problem even more complex, the reality is that "state government expectations" are plural, not singular. That is, there may be important differences between the attitudes and political postures of persons in the executive and legislative branches or even between the leadership in one house and that in the other. Thus, it is very easy for a state board to get caught in political cross-fires that may have very little direct connection with the board's performance.

State politics notwithstanding, the following papers point to the continuing importance of the state boards' attempting to achieve maximum performance. The production of high quality, timely and accurate studies of complex state problems would seem the best formula for survival and service.

ANDREWS, HUNTER. "Problems and Issues Related to Legislative Process: The State Dimension." May 1975, IEP Reprint No. 905-1, 6 pp. ERIC Document Reproduction Service, No. HE 013 843. (Also in IEP Proceedings No. 905, pp. 93-97.)

Suggested techniques in approach to legislators in educational processes: contact member before he goes to capitol and educate on nature of problem before session; submit budget information at least six months prior to session; recognize that increase in demand for higher education exists in many southern states; be nonpartisan; read every pertinent bill introduced when legislature in session; know individual legislative committee members and their interests; discourage registration of college and university presidents as full-time lobbyists in state capitol for entire session; refrain from doing something drastic in field of higher education while legislature is in session.

ANDRINGA, ROBERT C. "Personal Perspectives of Federal/State Roles in Postsecondary Education." May 1975, IEP Reprint No. 909-1, 9 pp. ERIC Document Reproduction Service, No. HE 013 853. (Also in IEP Proceedings No. 909, pp. 53-60.)

Perspectives: observations and predictions, what to expect from federal government, role for the states, personal suggestions on state agency strategy.
Communicating with Congress: take advantage of being a constituent; communicate with committee members responsible for specific legislation; make communications brief and timely; call appropriate committee office for status of an issue; make personal visits; use carbon copies if necessary; get to know legislative and administrative assistants; since House and Senate operate independently and authorizing and appropriations committees have little communication, communicate with all.
Nature of committees and names of committee members for: House and Senate authorizing and appropriations committees; House and Senate budget committees.

ANDRINGA, ROBERT C. "Problems and Issues Related to Legislative Process: The Federal Dimension." May 1975, IEP Reprint No. 905-2, 11 pp. ERIC Document Reproduction Service, No. HE 013 844. (Also in IEP Proceedings No. 905, pp. 101-110.)

Expectations for federal role in postsecondary education: total dollar support keeping up with inflation at best; few

new programs, strong emphasis on student assistance of degree and nondegree-granting institutions; continued demands on institutions through exercise of regulatory powers, more red tape and criteria to be met.
Suggestions for state agency strategy: assume role of servant, become bipartisan, influence through informal networks, represent perspective of current situation as regards needed public policy; emphasize leadership development, encourage interstate exchanges; identify and involve laymen; show concern for education and training for all adults; anticipate pessimistic enrollment projections; designate one staff person accountable for monitoring federal policy process; not only act as reconciler of immediate crises but help create new rationale and description of appropriate institutional autonomy; work within state for coordination of federal funds; relax about current thrust of 1202 commissions.

BLOUNT, CLARENCE W. "Forces Which Damage Constructive Relationships From the Point of View of the Legislature or the Fine Art of Legislative Diplomacy." Jan. 1976, IEP Paper No. 006, 7 pp. ERIC Document Reproduction Service, No. HE 013 837.

Problem: constructive relationships among legislators and state agency representatives.
Positive influences: having effective administration by agency head, knowing how to approach a committee or legislator through 14 suggested quidelines, working with legislators to gain their confidence, respecting objectives and needs of legislators.
Observation: "Failure to keep in mind the objectives and needs of a legislator, respecting them, and helping him to attain them, will only damage your relationship with him, and diminish what you can accomplish for your program."

BOOZER, HOWARD R. "Life in the Centrifuge--Panel Remarks." Jan. 1976, IEP Paper No. 008, 4 pp. ERIC Document Reproduction Service, No. HE 013 838.

Remarks: higher education in political arena with all other government-supported activities; coordinating boards or commissions, in middle without alumni or constituencies, concerned with institutional freedom, autonomy and aspirations and with statewide needs.

BOREN, DAVID L. "A Governor's Agenda for Action in Higher Education." Dec. 1977, IEP Reprint No. 902-1, 10 pp. ERIC Document Reproduction Service, No. HE 013 842. (Also in IEP Proceedings No. 902, pp. 37-45.)

Greatest need for higher education to address: produce well-rounded citizens who will speak for community and give a sense of perspective that can come only from a broad-based liberal education.
Some actions: achieve mutual understanding and appreciation among legislators and members of the higher education community; share specialized knowledge and develop mechanism for making such sharing possible; encourage administrators to reduce faculty members' loads to provide help for policy makers; bring policy makers to campuses at times in nonthreatening informal atmosphere and convey to them importance of broad-based education.
Challenge for higher education: that its students and graduates will be the ones to speak for the community in polarized, specialized world.

BOREN, DAVID L. "Remarks." Dec. 1976, IEP Reprint No. 911-1, 6 pp. ERIC Document Reproduction Service, No. HE 013 856. (Also in IEP Proceedings No. 911, pp. 1-5.)

"In developing budgeting [in Oklahoma], our Chancellor has been one of the leaders in the nation. Devising and implementing a system that recognizes program budgeting needs certainly requires a great deal of political courage. It's much easier to give an equal amount of money per student to all educational institutions than it is to assess excellence and worth, and set some priorities for the development of certain educational programs. Whenever you do that, you have to make some judgments among institutions, citing certain programs in certain institutions as areas where excellence can be achieved because they have a head start...It means that the institutional governing boards have to be very broad in their view of the state's interest, that they cannot be parochial...that there must be a leadership that has the ability to communicate with members of the legislature and others about total needs of the state."

BOWEN, OTIS R., M.D. "Statewide Boards for Higher Education: A Governor's View." July 1979, IEP Paper No. 012, 12 pp. ERIC Document Reproduction Service, No. ED 180 282.

Issue: role of statewide boards for higher education.
Considerations: scope of degree programs, clienteles, closing of institutions; balance in stability of institutional leadership and in maintaining libraries, equipment, buildings and grounds; maintaining vitality of institutions and faculty; style for statewide boards--open deliberations, examination of incentives created for institutions, faculty and students, and avoidance of politics.

CENTER FOR THE STUDY OF HIGHER EDUCATION, UNIVERSITY OF MICHIGAN. "Higher Education in the State of Shawnee: A Case Study, Case 2" (written by James L. Miller Jr. with Donald M. Norris and J. Michael Erwin; technical and editorial consultation by Marvin W. Peterson). April 1975, IEP Paper No. 017. With IEP Paper No. 016 (Case 1) in ERIC Document Reproduction Service, No. ED 121 208, 79 pp.

Purpose: discussion of issues relating to current period of selective growth and contraction in postsecondary education.
Approach: activities of new governor of fictional state of Shawnee impacting interstate cooperation, interinstitutional cooperation, state aid to private institutions, increased use of management tools.

CENTER FOR THE STUDY OF HIGHER EDUCATION, UNIVERSITY OF MICHIGAN. "Higher Education in the State of Shawnee: A Case Study, Case 3" (written by Marvin W. Peterson and J. Michael Erwin). 1976, IEP Paper No. 069, 9 pp. ERIC Document Reproduction Service, No. HE 013 906.

Purpose: discussion of issues relating to current period of selective growth and contraction in postsecondary education.
Approach: proposed reforms for higher education by the governor of fictional state of Shawnee; status of proposed reforms by June 1976; legislative movement for performance review; governor's reaction to legislative movement; legislative reaction to governor's new reform; governor's subsequent proposal; reaction of executive director of the Shawnee Higher Education Commission.

COYLE, EDWARD J. and DAN S. HOBBS. "Educational Program Budgeting in Oklahoma." Dec. 1976, IEP Reprint No. 911-2, 4 pp. ERIC Document Reproduction Service, No. HE 013 857. (Also in IEP Proceedings No. 911, pp. 15-17.)

Guiding principles of procedures of system: (1) provision for high-quality educational performance; (2) recognition of responsibility of each institution in state system for instruction, research and public service; (3) determination of budget needs on basis of educational program costs of preceding principle (2); (4) related instructional program costs, separation of budget needs for research and extension and public service; (5) recognition of type of institution, instructional costs by level, full-time equivalent enrollment; (6) operating experience of institutions in Oklahoma and 10-state region; (7) subsequent determination of budget for research; (8) subsequent determination of budget for extension and public service; (9) combination of amounts determined for principles (6), (7) and (8) for total amount of budget needs.
Funding: subtraction of estimated income from total institutional budget requirement for amount requested for state-appropriated funds.

FOLGER, JOHN K. "Legislative Expectations About the Accountability of Higher Education." Dec. 1977, IEP Reprint No. 902-2, 8 pp. ERIC Document Reproduction Service, No. HE 013 818. (Also in IEP Proceedings No. 902, pp. 30-36.)

New expectations of legislators: necessity of coordination, regulation, policy making and some control of education at state level; consolidated approach through statewide or multicampus system for presenting budget, suggesting policies and supporting or opposing legislation of interest to higher education; representation of independent sector.
Impact of changes: expansion of some legislative staffs for increasing oversight and perhaps changing budget procedures; perhaps more autonomy for institutions in dealing with legislatively unattractive issues of retrenchment and resource allocation; probability of more legislative management and program audit.
Observations: more effective planning and policy making at state level and more effective management at institutional level; more emphasis on planning policy analysis, evaluation, performance audit; increased communication between campus and capitol by specialists; more formal and

bureaucratic relations between higher education and legislatures involving budget submissions.

HOLLANDER, T. EDWARD. "Information Related Problems in State Planning." May 1975, IEP Reprint No. 905-3, 12 pp. ERIC Document Reproduction Service, No. HE 013 845. (Also in IEP Proceedings No. 905, pp. 3-13.)

Principles to minimize data collection: determine whether request justifies need; attempt to feed back all data to institutions that furnished them; consider impact of institution by estimating data-collection cost; collect data to measure progress toward goals for purposes of accountability, for decision making and for planning.
Approach of New York State Education Department: try to measure progress toward goals (most important data collection activity); collect data for purpose of accountability (for funds received from state); collect data for decision making; collect data for purposes of planning; use data collection on continuous basis to measure, by institution and sector, progress toward four regent goals for postsecondary education--open access, comprehensiveness of system, special education opportunity, excellence and quality.

HUFF, ROBERT A. "Problems and Issues Related to the Data Game." May 1975, IEP Reprint No. 905-4, 10 pp. ERIC Document Reproduction Service, No. HE 013 846. (Also in IEP Proceedings No. 905, pp. 17-25.)

Potential misuse of data by state agencies: display only information helpful to one's preconceived position; aggregate data elements using data rules that maximize some comparative figures and minimize others; gather historical statistics as basis for future planning and budget decisions; restrict concern to potential impact on own positions, opportunities and responsibilities; tend to avoid involvement with campus leaders and plan for them rather than with them.
More acceptable planning process: develop more complete delineation of prerogatives and areas of autonomy attached to each level of educational management; develop clear statement in each state defining sequence of events with planning and budget processes; develop specifications for statewide data base and management information system; gain institutional support of planning process so that incentives will be present in institutions to make

management information system work and to allow flow of compatible data from several campuses.

HUGHES, JEROME M. "Future Relationships Between State Legislators and Higher Education." Dec. 1977, IEP Reprint No. 902-3, 11 pp. ERIC Document Reproduction Service, No. HE 013 819. (Also in IEP Proceedings No. 902, pp. 1-10.)

Current issues: correction of surpluses and deficits, support of independent institutions, development of effective coordination of education systems; changed focus of federal government; shift in power centers for higher education decision making to state legislatures.
Possible results of declining growth: threat to independent sector; weakening of dynamic characteristic of American higher education since its inception; development of "new parochialism" as competition intensifies for students and funds.
Gubernatorial ideas regarding justification of higher education's future: clarification of roles and missions by public colleges and universities; specialization by institutions in given areas of need and demonstration of unquestioned quality of programs; increased assurance of an informed citizenry; provision of more job-entry skills to enhance value of college education, more devotion of research to improving quality of life for citizens, provision of opportunity for qualified individuals to fulfill legitimate personal and professional aspirations.

KATZ, BENNETT D. "Statewide Postsecondary Agencies and Their Relationship to the Executive and Legislative Branches." Jan. 1976, IEP Paper No. 039, 11 pp. ERIC Document Reproduction Service, No. HE 013 839.

Expectations for newly formed Maine Postsecondary Education Commission: assist trustees and campus presidents with long-range planning, serve as a source of information specifically requested by governor or legislature, strengthen feeling of mutual confidence among political and postsecondary education leaders.
Political advice: avoid political confrontation, have ongoing voluntary system of interinstitutional cooperation, use limited resources more sensibly.

LAWRENCE, G. BEN. "Quantitative Approaches to Higher Education Management: An Assessment of Utility to

Legislative Concerns." Dec. 1977, IEP Reprint No. 902-4, 6 pp. ERIC Document Reproduction Service, No. HE 013 867. (Also in IEP Proceedings No. 902, pp. 24-28.)

Increased use of quantitative approaches to management: development of common data language; basic structures for categorizing programs and activities for reporting and analysis; procedures for determining unit costs; financial reporting and audit guidelines; understanding measures of outcomes; use of computer supported information systems; development by state agencies of higher education of own information bases and quantitative methodologies to support decision making.
Implications for legislative concern: efficient operation of institutions; programs of significant value; more effective determination of funding--different kinds of institutions, instruction, research, public service, education for work, professional manpower; amount of support provided by state for postsecondary education relative to other priorities.

LESLIE, LARRY L. "Accountability, Conflict, and Academic Freedom in Higher Education." May 1975, IEP Reprint No. 909-2, 15 pp. ERIC Document Reproduction Service, No. HE 013 854. (Also in IEP Proceedings No. 909, pp. 34-47.)

Inherent conflict between state coordinating boards and institutions of postsecondary education: legitimate claims by both on similar postsecondary powers; rational, forensic reasons and legal and quasi-legal reasons; authority to act appropriate to both sides.
Legitimate set of values for both states agencies and institutions: need for more responsive institutions along with preservation of certain institutional values that may rely on certain degree of institutional autonomy; need for a delicate balance.
Proper relationships between state boards and institutions: accountability as evaluation; accountability as responsibility; managerial responsibility that deals with concept of control--with state procedural controls seen as more a hinderance to higher education but substantive matters seen as more vital role for coordinating bodies.

MARTORANA, S.V. "Dealing with Dwindling Resources." May 1975, IEP Reprint No. 905-5, 15 pp. ERIC Document Reproduction Service, No. HE 013 847. (Also in IEP Proceedings No. 905, pp. 71-84.)

Regionalism within statewide planning: view of geographic subsection of state, or several adjoining states, which considers all or a number of postsecondary education components collectively and seeks to establish coordinated relationship of their goals, programs and/or resources; implementation, or regionalization, manifested in some form of interinstitutional, cooperative arrangement requiring official recognition.
Concept of regionalism: envisions mechanism to bring about in a region an organizational arrangement of all community-focused educational components for a learning society through concept of survival through sharing.

MAUTZ, ROBERT B. "New Assumptions for State-Level Leadership in the Future." May 1975, IEP Reprint No. 905-6, 6 pp. ERIC Document Reproduction Service, No. HE 013 848. (Also in IEP Proceedings No. 905, pp. 113-117, and in IEP Proceedings No. 909, pp. 48-52.)

Performance of coordinating and governing boards since mid 1950: generally satisfactory performance under difficult circumstances in light of reasonable expectations and respective political situation.
Future major forces impacting operations: qualitative and programmatic effects of decrease of real income for faculty; severe impact on expectations and morale; lower percentage of state and federal revenues for higher education; steep decline in number of traditional college-age students and extreme competition for these students; attempt to expand education to other age groups; demand for increased initial educational requirements for licenses, certificates and continuing education requirements for renewal; aggravation of economic situation by decrease in number of students.

McCARTHY, PATRICK. "State Agency Relationships." May 1975, IEP Reprint No. 905-7, 7 pp. ERIC Document Reproduction Service, No. HE 013 849. (Also in IEP Proceedings No. 905, pp. 57-62.)

Institutional relationships: have empathy for problems and opportunities by which institutions driven and attracted; fit some of institutions' aspirations to own methodology.
Executive: make governor aware that agency represents some kind of important resource for governor's part of political game in state.
Legislative: deal with legislature as having consciousness approximately at level of general public; give legislative

committee staffs best presentation of both neutral and loaded facts; develop credibility in relationships with fiscal part of legislature.
Judicial: realize attorney general and court opinions probably make difference in attacks on tenure, faculty status and rights to offer programs.
Relationships with administrative and budget agencies: establish good, honest, open relationships at top; encourage second and third echelon people to develop informal relationships by enlisting them in joint or cooperative projects.

McNEIL, DONALD R. "The State Legislative Process: Its Effect on the Governance of Higher Education." Dec. 1977, IEP Reprint No. 902-5, 13 pp. ERIC Document Reproduction Service, No. HE 013 868. (Also in IEP Proceedings No. 902, pp. 12-23.)

Significant issues for legislators and educators: consideration of quality and philosophic commitment to necessary educational tasks in quest for sound, comparable data; prejudice for and against decisions in the area of direct state support of independent higher education; commitment to providing access and opportunity for citizens who missed educational boat or who want to get back on board; development of state framework of coordination and planning; decentralization of education to the regional level; significant role of politics in decision-making arena of higher education.
For educators: educate themselves and legislators; stop crying wolf at every budget cut; stop emphasizing only salary increases; be more positive; bring legislators to campus when not asking for something.
For legislators: start to understand issues and stop operating from prejudices; begin to understand difference between administration and policy; do not intrude into inappropriate areas because biggest danger to higher education is politicizing institutions.

MILLARD, RICHARD M. "External Interest Group Impingements." May 1975, IEP Reprint No. 905-8, 13 pp. ERIC Document Reproduction Service, No. HE 013 850. (Also in IEP Proceedings No. 905, pp. 29-40.)

Issue: long and involved history of interrelation among state approval, accreditation and institutional eligibility.
"External interest group impingements": activities, groups and agencies not within planning process, whose activities intentionally or unintentionally impinge upon planning

process and thus which must be taken into account; examples of internal or external agencies or groups not necessarily in opposition--faculty, institutional administrators, federal government, other state agencies, state legislatures, specialized interest groups, particular segments within postsecondary education.
Factors in problems of eligibility: states' assumption of responsibilities in licensing, chartering and regulating; importance of private accreditation; continued involvement of Federal Trade Commission and other federal agencies.

MILLARD, RICHARD M. "The New Game." Dec. 1976, IEP Reprint No. 911-3, 8 pp. ERIC Document Reproduction Service, No. HE 013 858. (Also in IEP Proceedings No. 911, pp. 7-13.)

Changing interests of executive and legislative branches concerning higher education: facts in place of rhetoric; analyzed information relevant to point of issue instead of raw data; realistic analyses of needs and reasonable consideration of effective utilization of full postsecondary resources of state to meet those needs.
Implications of gubernatorial and legislative expectations: need for development of directness and candor in dealing with state political community; strengthened means of communication and consultation with executive and his staff and with key members of legislature and their staffs; given fiscal situation, effective planning on statewide and institutional basis; development of political sensitivity to overall priorities in state; concern with outcomes and performance audit; cooperation among all institutions, public and nonpublic, in fulfilling their diverse educational functions.

NYQUIST, EWALD B. "Shifting Power Relations Between Higher Education and State Government." Aug. 1977, IEP Paper No. 052, 22 pp. ERIC Document Reproduction Service, No. HE 013 840.

Issue: increasingly, interventionist governors and state legislators putting government and academy on collision course.
Function of governance: function of trustees of institutions, subject to overall policies adopted through planning process and implemented through budgeting process; determination of institution's policies; monitoring institutional administration; assuring institutional accountability with respect to internal operations.

Functions of statewide coordinating boards: planning, evaluation, accountability, certification, licensing.

PORTER, JOHN. "Forces That Damage Effective Relationships--State Agencies." Jan. 1976, IEP Paper No. 055, 7 pp. ERIC Document Reproduction Service, No. HE 013 841.

Problem: fundamental forces working against effective relationships of state-level coordinating boards with institutions and with legislative and executive branches. Forces: primary varying perceptions by each constituent of purpose and goals of agency; others: imposing excessive burdens on institutions in collection of data, surprising institutions with positions on policy without involving them in development of decisions, failing to respond to questions and the formulation of policy in new areas posed by institutions and legislative and executive branches (or indicating that request is outside domain of agency or beyond staff resource availability), failing to communicate with legislative and executive offices regarding requests for valid information and understood results.

PORTER, JOHN. "State Agency Relationships: Incestuous, Internecine and Otherwise." May 1975, IEP Reprint No. 905-9, 7 pp. ERIC Document Reproduction Service, No. HE 013 851. (Also in IEP Proceedings No. 905, pp. 63-68.)

"There exists among the states a wide variety of means for implementing plans. These range from total control by a state agency to a position of limited power--essentially that of persuasion in some states...No matter how much absolute power a given agency possesses, it can best carry out its operations through persuasive logic, relying on exercise of power only when logic fails and emotion and political maneuvering begin to prevail...The state coordinating agency must reflect the needs of the state as indicated by institutional needs, but should not be simultaneously viewed by the legislature as being the lackey of the institutions individually and/or collectively. The same reasoning obviously applies to the converse relationship with the legislature...State coordinating agencies can provide much information and service to the executive office and clearly the agency must be the source to whom the executive office turns for assistance on matters relating to postsecondary education in the state."

REIBMAN, JEANETTE F. "Problems and Issues Related to Legislative Process: The State Dimension." May 1975, IEP Reprint No. 905-10, 6 pp. ERIC Document Reproduction Service, No. HE 013 852. (Also in IEP Proceedings No. 905, pp. 87-91.)

Issue: Reconciling accountability and flexibility; need for low-cost system.
Introduction of bill in Pennsylvania Senate by Reibman: calls for citizens' commission to study governance, structure and financing of postsecondary education for one year before making recommendations to general assembly, governor and public.
Fundamental questions for commission: Is four-year approach to undergraduate education pricing self out of existence? Can state tolerate chaotic classification of its institutions? Should state emphasize direct student aid or institutional subsidy? Are any advantages gained by moving toward more comprehensive system for all classifications? What additional approaches, if any, should state adopt to encourage noninstitutional education? Are some citizens being slighted because of geographic locations? Should state more precisely define its purposes, policies and programs supported in private sector?

TRAUTMAN, DeFOREST L. "WOODY." "Post-Workshop Analysis." May 1975, IEP Reprint No. 905-11, 19 pp. ERIC Document Reproduction Service, No. HE 013 896. (Also in IEP Proceedings No. 905, pp. 121-138.)

Workshop analysis via worksheets: state agency; clustering of problems and actions; explanation of Worksheet A--problems; explanation of Worksheet B--actions.
Elaboration of data/analysis actions: wider view; analyses, data.
Summary of a work group discussion: background discussion; focused discussion.

WOODARD, PRINCE B. "Total State Planning for Postsecondary Education." May 1975, IEP Reprint No. 909-3, 9 pp. ERIC Document Reproduction Service, No. HE 013 855. (Also in IEP Proceedings No. 909, pp. 1-8.)

Planning principles: (1) need for clear, categorical mandate for state planning; (2) development of full knowledge of authority and responsibilities of several segments of state government; (3) full understanding of current and projected status of all existing units; (4)

proper differentiation and attention within on-going planning process to components of total planning; (5) involvement of all elements in planning process; (6) development and maintenance of sufficient current and reliable data; (7) existence of capacity and willingness to make decisions; (8) provision for timely and continuous dissemination of information; (9) periodic review and evaluation of planning process and plans; and (10) awareness of impact on planning that may result from a change in participants--new governor, change in political party control of legislature, new members on postsecondary education planning board.

Additional discussion on state agency and government relations is also included in these IEP papers: Barnes, Kenneth R., IEP Paper No. 002, p. 9; Bowen, Otis R., M.D., IEP Paper No. 011, p. 55; Cook, M. Olin, IEP Paper No. 023, p. 10.

VII. CONDITIONS AND PROBLEMS FOR THE '80s

Introductory Comments

by Patrick M. Callan

One of the major themes of the Inservice Education Program (IEP) seminars in the last half of the 1970s was the attempt to anticipate the 1980s. The list of seminar topics through these years documents the concerns and anxieties of those interested in higher and postsecondary education about the new decade as it approached. The seminar papers also reflect growing awareness of the importance of planning for the new conditions and uncertainties the eighties would bring.

The major themes that emerge from this series are the need to respond to the changing demography of American society, including preparation for enrollment stabilization and decline; coping with the fiscal stringency at the state and federal levels; the changing roles of government as well as of governing and coordinating boards; appropriate models of accountability; the type of leadership needed to guide higher education through a difficult period; and higher education's role in assuring social justice and equality of opportunity in American life.

These papers provide a challenging agenda for the period ahead. Their tone is balanced and action oriented. They avoid both the self-indulgence of doomsday prophecies and the self-delusion of business as usual. These approaches can lead only to paralysis and inaction. Instead, the direction of the papers is to help prepare those involved in higher and postsecondary education to act responsibly and creatively to plan for a future in which the major problems will be different from those of the recent past.

It is noteworthy that many of the papers in this seminar were authored by governors, legislators and board members. By expanding participation beyond the traditional participants in higher education professional meetings, IEP provided an important forum for examining the perspectives of all those groups that participate in the public policy process. Because of this opportunity to do some thinking about the future together, those involved in higher and postsecondary education are collectively better prepared to grapple with the issues of the 1980s. Perhaps all have become better listeners through the unique structure and broad participation afforded by IEP.

How well the seminars anticipated the conditions and problems of the eighties will not be known for some time. However, I have no doubt that all concerned are better prepared to respond thoughtfully and constructively to whatever the eighties may bring because of the IEP seminars and these papers.

CONDITIONS AND PROBLEMS FOR THE '80s

BERDAHL, ROBERT O. "Accountability." Dec. 1977, IEP Reprint No. 912-1, 4 pp. ERIC Document Reproduction Service, No. HE 013 857. (Also in IEP Proceedings No. 912, pp. 24-26.)

Issue: recent developments possibly affecting exemption of higher education institutions from state accountability patterns.
Developments in many executive branches: changes from two-year to four-year gubernatorial terms; removal of prohibition against reelection of governor and allowance of gubernatorial item-veto powers; strengthened control and coherence of executive branch.
Developments in many state legislatures: broadened scope and nature of postaudit function beyond traditional fiscal and management audits to performance or program audits; emergence of legislative program evaluation movement that is no longer granting exemption and immunity to higher education; sunset legislation.
Observations: need for future patterns of accountability to be concerned with forms of evaluation; good performance of statewide boards at program level, particularly in approval of new programs; more thorough involvement of these boards in review of existing programs.

BOWEN, OTIS R., M.D. "A Governor's View of Higher Education." IEP/Association of Governing Boards of Universities and Colleges. Nov. 1977, IEP Paper No.011, 11 pp. ERIC Document Reproduction Service, No. HE 013 859.

Governmental interests in postsecondary education: effectiveness, efficiency, equity and excellence.
Problems: reemphasizing state government prerogatives for higher education endangered by federal preemption; recognizing need for accountability; recognizing adult learning needs; creating more effective opportunities for communication among postsecondary education leaders and decision makers in state government; dealing with problems of finance; constructing state policy toward private or independent higher education for use of total higher education resources.

CARROLL, STEPHEN J. "Past and Likely Future Trends in the Labor Market for Teachers." March 1977, IEP Paper No. 015, 21 pp. ERIC Document Reproduction Service, No. ED 168 967.

Issue: apparent inability of labor market for teachers to approximate supply and demand.

Problems: ostensible immunity to laws of supply and demand in market for teachers due to several interrelated institutional factors and public sector nature of education--including inability to develop rational measures of output, inflexibility in determining measures of input, inflexible compensation system.
Conclusion: ending of current surplus sometime in mid-'80s immediately followed by substantial and lengthy teacher shortage.

CENTER FOR THE STUDY OF HIGHER EDUCATION, UNIVERSITY OF MICHIGAN. "Higher Education in the State of Shawnee: A Case Study, Case 1" (written by James L. Miller Jr. with Donald M. Norris and J. Michael Erwin; technical and editorial consultation by Marvin W. Peterson). April 1975, IEP Paper No. 016. With IEP Paper No. 017 (Case 2) in ERIC Document Reproduction Service, No. ED 121 208, 79 pp.

Purpose: discussion of issues relating to current period of selective growth and contraction in postsecondary education.
Approach: background information on fictional state of Shawnee and discussion of critical contemporary issues; posed questions for reader response.

CHEIT, EARL F. "The Next Decade in Higher Education: Obvious Problems and Possible Solutions." Nov. 1975, IEP Paper No. 020, 20 pp. ERIC Document Reproduction Service, No. HE 013 860.

Future problems: new enrollment patterns, cost income gap, expenditures outdistancing income, erosion of basic capacity for research and advanced study, educational needs, effective use of institutional resources, diversity, social justice, institutional ability for self-help, proper balance between institutional inner direction and external influences.
Possible solutions: understanding cost pressures better in labor-intensive activities, reviewing state goals in new context and measuring state effort in moving toward them, developing procedural relationships for required planning, thinking about strategies for influencing and working with federal policy, reviewing competitive rules between public and independent sectors, involving state in requisite areas.
Procedural suggestion: reasoned argument about priorities and allocation of resources from higher education community itself rather than from finance or budget committees.

CLARK, BURTON R. "The Changing Relations Between Higher Education and Government: Some Perspectives from Abroad" (Excerpts). Aug. 1977, IEP Paper No. 021, 3 pp. ERIC Document Reproduction Service, No. HE 013 861.

Advantages of cross-national thinking: encourages long view and may prevent inappropriate actions. Lessons from abroad: inability of central bureaucracy to coordinate higher education effectively, danger of monopoly of power, danger of domination by single form of organization, essentialness of institutional differentiation, necessity of autonomous action and planning as mechanisms of differentiation, coordination and change.

FOLGER, JOHN K. "Who Wants Outcome Measures and Why Do They Want Them?" March 1976, IEP Paper No. 030, 20 pp. ERIC Document Reproduction Service, No. ED 132 922.

Scope: reasons for increased interest in performance budgeting and performance auditing; review of issues for discussion and resolution of further efforts in relating both budgeting and auditing to outcomes of education. Issues: consequences of measuring and evaluating higher education; best kind of assessment systems in providing incentives for higher quality, better performance and greater innovation and flexibility; appropriate roles in process for public legislators, state higher education agencies, governing boards and institutional administrators, faculty and students.

GOLTZ, H. A. "BARNEY." "Legislative Role." Dec. 1977, IEP Reprint No. 912-2, 2 pp. ERIC Document Reproduction Service, No. HE 013 861. (Also in IEP Proceedings No. 912, p. 27.)

"In a sense, the legislative process itself has become politicized in terms of decision making regarding higher education...Greatly increased legislative staffs, computers and other kinds of resources make it possible for the legislature to be coequal with the executive branch of government. Legislative staffs are, in some respects, becoming a force of their own...Another issue is the growing strength of the student lobbying effort. They are committing resources of their own, and they are interested in consumer legislation...Finally, there is concern by the state legislature to be more responsive to what the public

thinks higher education should be doing rather than to what the institutions have been saying that they should be doing...Legislatures are accusing some of the institutions of creating demand in order to maintain full-time equivalent formulas and faculty positions. They are concerned about duplication."

JUDGE, THOMAS L. "Address to the Statewide Higher Education Officers." Aug. 1977, IEP Paper No. 038, 17 pp. ERIC Document Reproduction Service, No. HE 013 863.

Needs: intensive efforts to develop more precise enrollment projections as far as 1990, careful attention to planning for efficient use of scarce resources, collaboration and innovation among university system units. Implications of needs: demand for stronger and more sophisticated capacity for systematic evaluation of education programs, identification of results expected from state expenditures on these programs, efforts for improved management.

MILLARD, RICHARD M. "The Future of Higher Education in the 1980s: Boom? Doom? Gloom? Bloom?" July 1979, IEP Paper No. 044, 19 pp. ERIC Document Reproduction Service, No. ED 177 974.

Changing conditions in higher education: changing demographic and enrollment picture, growing fiscal constraints, increased concern at state level with accountability, social justice issues, heightened condition involving relations among higher education board and executive and legislative branches of state government. Need for meliorism: recognizing essential nature of planning;relating expenditures to outcomes and to performance criteria; developing qualitative assessment for consolidation regardless of level or type of institution or program; meeting needs of part-time students, adults, minorities and women; determining difference in fixed and variable costs; strengthening communication among coordinating or governing board and legislative and executive branches.

MILLARD, RICHARD M. "Issues of Statewide Concern in Higher Education." July 1977, IEP Paper No. 045, 19 pp. ERIC Document Reproduction Service, No. HE 013 864. (Also in IEP Proceedings No. 907, pp. C-1 - C-18.)

Issue: adequacy of existing coordinating and governing structures to deal with changing conditions, unsteady state and time of uncertainty.
"New" responsibilities for statewide coordination and governance: planning for retrenchment; encompassing total postsecondary educational resources in planning process; increasing attention paid to relating expenditures to outcomes and to performance audit; thoroughly reviewing nature of budget process and reexamining formulas, becoming aware of priorities of other areas, particularly in relation to elementary-secondary education; planning for adult and continuing education; being aware of collective bargaining process; fully understanding impact of federal programs; communicating with institutions and legislature and executive branches.

MITAU, G. THEODORE. "College: The Center of the Universe." Dec. 1977, IEP Reprint No. 912-4, 3 pp. ERIC Document Reproduction Service, No. HE 013 838. (Also in IEP Proceedings No. 912, pp. 9-10.)

Academic universe prior to World War II: central position of most faculty, students, boards of trustees and their particular college or university campus; programs built around concepts of desired liberal arts education; high academic requirements; mission of state teachers colleges to educate as many teachers as possible; mission of land-grant universities to focus on agricultural research, extension work, professional education in law, medicine and engineering, and advanced graduate training for professorate; respect and trust of most of American public opinion.
Changes following World War II: climbing enrollments in science courses; access to higher education through the G.I. Bill of Rights; fantastic enrollment growth at community, junior and four-year state colleges; ample legislative funds; focus on the 18- to 22-year-old students; emergence of new colleges almost weekly in '60s; mobility of faculty members; high academic morale; apparent little concern with inclusion of women, blacks and minorities in department, faculty or student body; little or no consideration of program evaluation and academic audits, interinstitutional cooperation or consortial relationships; faculty avoidance of unions.

PETERSON, MARVIN W. "Innovation, Outcomes, and the State Budgeting Process [summary of conference on 'State-Level Concerns for Performance Measures, Assessments and Budgeting for Postsecondary Education']." IEP/Postsecondary Education Convening Authority. March 1976, IEP Paper No. 068, 12 pp. ERIC Document Reproduction Service, No. HE 013 905.

Issues addressed: purposes of a performance approach, clarification of performance measures, concern for consensus or control capacity, creating consensus around performance criteria, measurement issues, evaluation or assessment process, relating outcomes to action.
Recommendations: need for new set of attitudes on part of institutional-based innovators, budget officers and state-level officials; mechanisms for dialogue among various constituencies on a state-by-state basis; need for more extensive research on approaches being used and their effects; need to fund major development projects; support for continued meetings or conferences on performance measures, assessment and budgeting.
Observation: strong feeling among attendees that performance criteria and performance evaluation process require substantial dialogue among interested parties but that format will vary from state to state.

PITTENGER, JOHN C. "The Public Trustee: Ostrich, Mule or Owl?" IEP/Association of Governing Boards of Universities and Colleges. Nov. 1977, IEP Paper No. 054, 16 pp. ERIC Document Reproduction Service, No. HE 013 865.

Issue: response of governing boards to prospect of decline in overall enrollments.
Negative: bury heads in sand and deny situation, attempt to garner increasing share of decreasing supply of students by reversion to scholarships beyond financial need as recruiting device, create new programs and/or carry out old programs at new locations, lower or fail to raise tuitions, attempt to lower standards of admission or graduation.
Positive: develop contingency plans, promote cooperative degree programs, press institution's president for hard answers to tough questions, do not automatically decide in favor of own campus at expense of larger interests of state.

POLLACK, JEROME M. "Introduction [Conference Summary]." Dec. 1977, IEP Reprint No. 912-5, 3 pp. ERIC Document Reproduction Service, No. HE 013 861. (Also in IEP Proceedings No. 912, pp. 1-2.)

Some Conclusions of conference: emergence of higher education as a political entity within political firmament; expectations of potential profound changes; impinging external factors--need to consider society at large with respect to federal and state governments, exposure of higher education to study and resultant information. New condition for higher education: different constituencies expecting different things--parents, students, employers, administrators, staff, faculty. Tasks for future: recognize differences among constituencies; identify kinds of constituencies, common goals; bring constituencies together, discuss basic question of role and function of higher education; address issues in a holistic fashion.

ROSSER, JAMES M. "Collective Bargaining." Dec. 1977, IEP Reprint No. 912-6, 2 pp. ERIC Document Reproduction Service, No. HE 013 861. (Also in IEP Proceedings No. 912, p. 28.)

Changes in collegial governance system by collective bargaining and series of external agencies: impact of court decisions on due process and redefining factors related to academic freedom; placement of primary emphasis on employment security; position of students as consumers of educational services with more active role in initial appointments, reappointments and tenure decisions. Retrenchment and collective bargaining: introduction of reduction-in-force clauses; relationship of these clauses to affirmative action policies; overburdening of normal grievance procedures within an institution with appeals; court cases and grievance decisions against an institution on basis of incomplete data and available information. Observation: slowness of college presidents and boards of trustees in developing concept of their role in bargaining process; need in '80s for management's sensitivity to possible impediment of collective bargaining.

TOFT, ROBERT J. "Accountability in Action." IEP/National Association of State Budget Officers. Dec. 1975, IEP Paper No. 063, 12 pp. ERIC Document Reproduction Service, No. HE 013 866.

Needs: agreement on objectives of postsecondary education; priorities relating to purposes of education; "educational targeting"--a coalition of planners, financers and deliverers of postsecondary education to establish goals to meet perceived societal needs; information about starting dates, ending dates and magnitude of expected impact for each new educational target.
Current funding difficulties: measurement of many nontraditional curricula by credit hour criteria, payment of paraprofessionals used for teaching new programs, individualized study programs, disadvantage of post-fall enrollment when fall enrollment used as basis for funding, disadvantage for part-time students because of full-time equivalent student as basis of funding, restricted grants, hardships for individualized freshman institutions.
Possible solution: need to measure educational impact statement, look at outcomes of education, use "program viability index" for comparing programs regardless of conventional or nonconventional aspects.

VAN ALSTYNE, CAROL. "Economic Realities." Dec. 1977, IEP Reprint No. 912-7, 7 pp. ERIC Document Reproduction Service, No. HE 013 873. (Also in IEP Proceedings No. 912, pp. 18-23.)

Scope: characteristics and implications of economic conditions that shape environment in which states will be establishing their role in planning, coordination and governance of postsecondary education.
Major economic concerns facing higher education: inflation, enrollments and tuition revenues, tuition tax credits, veterans' benefits, social security taxes on employment, governmental regulations, budgeting, capital requirements, improvement of measures of financial conditions, maintenance-of-effort standards, state and federal roles in financing higher education, legislative cycles, shift in financing of research funding with fewer federal dollars, state financing of national benefits.

Additional discussion on conditions and problems for the '80s is also included in these IEP papers: Bailey, Stephen K., IEP Paper No. 001, p. 3; Berdahl, Robert O., IEP Paper No. 005, p. 64.

VIII. OTHER STATE AGENCY MATTERS INCLUDING STATEWIDE PLANNING AND PROGRAM EVALUATION AND AUDIT

Introductory Comments

by Fred F. Harcleroad

State planning for postsecondary education has always reflected changing social needs. Growth of student enrollments from 1950 through 1980 and, at the same time, a massive effort to explore and organize new knowledge led to increased state planning for the availability of new institutions and new academic programs. Statewide coordinating and governing systems developed methodical and, in some cases, sophisticated methods for program review.

The retrenchment expected from 1975-90 has already resulted in a change of direction of state planning. The emphasis has shifted from "program review" of potential new programs to "program evaluation" of existing academic programs and elimination of many that are duplicated or have low enrollments. This evaluation effort also has been directed at institutions and at the state systems themselves. Such decisions must be based on careful analysis of changing needs, clear statements of purpose, recognition of regional and interstate implications and development of nonpolitical but realistic criteria for evaluation and final judgment. As the states pursue program evaluation and audit, voluntary accreditation associations can be of considerable value in maintaining educational quality.

The papers represented in this section of the bibliography demonstrate a prescient awareness of the demands created by the changed environment in postsecondary education that were evident from the mid-seventies onward. The authors' observations on planning, program review and evaluation, the evaluation of statewide agencies and regional coordination and cooperation foreshadowed the current issues and actions in these areas.

OTHER STATE AGENCY MATTERS

BERDAHL, ROBERT O. "Criteria and Strategies for Program Discontinuance and Institutional Closure." July 1975, IEP Paper No. 005, 43 pp. ERIC Document Reproduction Service, No. ED 121 176.

Roles for statewide agency: reviewing institutions not undertaking self-evaluation, monitoring quality of existing self-evaluation processes, placing even high quality self-evaluations in contexts of state, regional, national needs.
Areas of concern: review of existing programs, selection of programs to review, criteria for review, strategies and procedures, board start-up strategies, costs and benefits, emerging related issues.
Special concern: politicized nature of institutional closure and attendant lack of developed state policy guidelines except in few states.

CALLAN, PATRICK M. "Evaluation of Statewide Boards of Higher Education." Dec. 1974, IEP Paper No. 014, 19 pp. ERIC Document Reproduction Service, No. ED 121 177.

Issue: need to develop criteria for evaluation of state boards with distinct conceptual frameworks for evaluating structures and performance.
Relevant criteria: identification of general indicators of board performance, analysis of current and prospective issues confronting higher education, attempt to determine appropriate type of response by state boards.
Conclusion: improved performance ultimate purpose of evaluation; failure to plan perhaps deleterious to perfo-mance and credibility.

DRESCH, STEPHEN P. "A Critique of Planning Models for Postsecondary Education: Current Feasibility and Potential Relevance, and a Prospectus for Further Research." Dec. 1974, IEP Paper No. 024, 65 pp. ERIC Document Reproduction Service, No. HE 013 875.

Approaches: research and policy analysis, overview of major dimensions in historical context, requisite knowledge and adequacy of previous research, modeling efforts of National Center for Higher Education Management Systems-Western Interstate Commission for Higher Education and National Commission on the Financing of Postsecondary Education.
Conclusion: major weaknesses in two studies at conceptual level; requirement of meaningful conceptual basis.

FOLGER, JOHN K. "Planning Linkages Between the States and Between States and Institutions." Aug. 1979, IEP Paper No. 029, 10 pp. ERIC Document Reproduction Service, No. HE 013 876.

Issue: planning relationship between federal government and states and between each state and its higher education institutions.
Important areas for statewide agencies in federal/state-policy/planning relationship: student assistance, research, and health manpower and education.
Purpose of planning linkages between state agency and public and private institutions: provide statement of aspirations of higher education about its future development, provide statement of state's needs for higher education, provide basis for program and/or resource reallocation, provide framework and basis for accountability of higher education, serve as guide to management.

MANNING, THURSTON E. "Program Evaluation." Dec. 1977, IEP Reprint No. 912-3, 3 pp. ERIC Document Reproduction Service, No. HE 013 857. (Also in IEP Proceedings No. 912, pp. 33-34.)

Issues for states in assuring institutional and program quality: need for states to develop clearer statements of purpose for institutions in measurement of institutional quality; inherent conflict between central control of a system of institutions and local autonomy of each institution; need for states to have broad base for making judgments about educational quality because of necessity to look beyond borders, to be aware of educational decisions and judgments and to utilize knowledge and experience available beyond state borders; more utilization of voluntary accrediting associations.
Final comments: need for an occasional "goal-free evaluation" to discover important outcomes unrelated to stated purposes; need for state and public tolerance for mistakes made in any human enterprise in order to encourage trying of new things by educational enterprise to meet new and developing needs of society.

MARTORANA, S.V. "Regionalism: A Postsecondary Education Strategy Yet Undefined." Feb. 1977, IEP Reprint No. 903-2, 27 pp. ERIC Document Reproduction Service, No. HE 013 800. (Also in IEP Proceedings No. 903, pp. 79-104.)

Regionalism and its implementation: regionalism--view of geographic subsection of a state's collective postsecondary educational components for establishing coordinated relationship of goals, programs and/or resources; regionalization--implementation of regionalism; official recognition of regional arrangement--authoritative agency in state through governor or legislature by executive action or statute.
Interaction of institutional, state and federal interests related to regionalism: institutional interests--a collaborative relationship to treat leveling off of enrollments, part-time adult students, problems of fiscal support and public funding, increasing accountability requirements; state governmental interests--necessity for state-level agencies to take statewide perspective of state's interests and needs as well as total complex of resources; federal governmental interests--growing influence of federal law on interest in regionalism.

RABINEAU, LOUIS. "The Importance of Leadership for Regionalism: Some Suggestions for Action." IEP/Conference on Regionalism in American Postsecondary Education. June 1978, IEP Paper No. 057, 14 pp. ERIC Document Reproduction Service, No. HE 013 879.

Scope: Nature and function of leadership in making regionalism operative.
Leadership role in regionalism: special qualities demanded differ from those in other areas of higher education; effective styles of leadership: authoritative/coercive, incentive funding and combination of these in programmatic/opportunistic, which is most effective in its flexibility of timing.
Special ingredients in regional educational leadership: in addition to general qualities of knowledge of education, government and human relations--further qualities of flexibility of character, facility for negotiation, vision.

WAKEFIELD, WILBUR L. "'The Rochester Consortium': A Developmental Program on Improving Post-Secondary Educational Accessibility Through Inter-Institutional Cooperation in the Southern Minnesota Area." Feb. 1977, IEP Reprint No. 903-4, 22 pp. ERIC Document Reproduction Service, No. HE 013 802. (Also in IEP Proceedings No. 903, pp. 45-65.)

"The Rochester regional center, a cooperative arrangement involving several public and private post-secondary institutions in the region, was established [1973]...to provide better opportunities for residents to earn bachelor's degrees without creating expensive, new buildings or the traditional and stereotyped cloistered tree-lined campus...A variety of cooperative projects such as pooled service plans, consortia, reciprocal agreements, transfer agreements and regional projects have been developed. Many of these projects, such as the Minnesota centers, reflect the growing interest in life-long learning...The successful experiments have resulted in increased cost effectiveness, a reduction of duplicated services, greater efficiencies, and the availability to students of additional services and opportunities. Regional efforts have focused on decentralizing decision-making, better coordinating services in each area and encouraging greater involvement in planning by area citizens."

Additional discussion on other state agency matters is also included in these IEP papers: Center for the Study of Higher Education, University of Michigan, IEP Paper No. 016, p. 56, and IEP Paper No. 017, p. 42; Hill, Warren G., IEP Paper No. 034, p. 31; Ziegler, Jerome M., IEP Paper No. 066, p. 37.

IX. MINORITIES IN POSTSECONDARY EDUCATION: (BAKKE AND BEYOND)

Introductory Comments

by Robert B. McKay

In the late 1960s American higher education woke up to the fact that very few minority students were being admitted to colleges and universities in the United States. To their credit, most institutions of higher education considered this exclusion of minorities, however unintended, to be unacceptable. Thus was initiated the program of affirmative action by which nearly all colleges and universities sought to redress the past imbalance. However, the notion that the Constitution is "color blind" appeared at first to present an obstacle to prevent public institutions from taking race into account in order to achieve a reasonable racial and ethnic balance.

When the Supreme Court of the United States concluded that Allan Bakke should have been admitted to the Medical School of the University of California at Davis, it simultaneously held that an appropriately structured affirmative action program would be constitutionally permissible. The court resolved the initial constitutional doubt, but raised other questions.

Most representatives of the higher education community have chosen to interpret the Bakke decision as authorization for a reaffirmation of the American commitment to expanded educational opportunity for minority citizens. In effect, the decision was a remand to the nation and especially to the universities to devise workable affirmative action programs.

The opportunities thus presented--and the difficulties--are thoughtfully considered in the papers prepared for presentation in the "Bakke and Beyond" seminars sponsored by the Inservice Education Program of the Education Commission of the States and the Aspen Institute for Humanistic Studies. Although final answers may not yet be available, here is the framework against which decisions must be made now and in the future.

DERSHOWITZ, NATHAN Z. "The Remand of Bakke." IEP/Justice Program of the Aspen Institute, Sept. 1978, IEP Paper No. 501, 7 pp. ERIC Document Reproduction Service, No. HE 013 880.

"Actually the result [Supreme Court's decision in Bakke] was more a remand to the nation and especially to the universities to try to devise and work toward affirmative action programs within certain parameters...The parameters have been set by the Court, a model has been identified, but that only starts the process; it does not end it. The work must now be done to make legitimate affirmative action efforts with individualized determination and without divisive quotas and two track systems a reality in all areas."

FINCHER, CAMERON. "Beyond Bakke: The Positive Benefits of Testing." IEP/Justice Program of the Aspen Institute in cooperation with the Southern Regional Education Board. Oct. 1978, IEP Paper No. 502, 21 pp. ERIC Document Reproduction Service, No. HE 013 881.

Issue: results of testing may be positive as well as negative.
Specific uses served by testing: assessment of basic or fundamental skills of literacy; assessment of academic competencies in general education; assessment of academic programs at the college level; diagnosis of learning difficulties; assessment of learning outcomes; improvement of instruction; facilitation of learning.
Need: serious effort to develop complementary methods and approaches in admissions predicated on serving some of the same purposes as testing for aid and assistance for improvement of education.

JORDAN, VERNON E. Jr. "From Discrimination to Affirmative Action." IEP/Justice Program of the Aspen Institute. Sept. 1978, IEP Paper No. 503, 12 pp. ERIC Document Reproduction Service, No. HE 013 882.

Real problem in wake of Bakke: whether corporate and education officials seize on ambiguities of decision to weaken or abandon their affirmative action commitments.
Observations: merit system invoked to keep blacks out, inadequacy of even a merit system based on test scores, pace of affirmative action slowing even before Bakke.
Danger of final result of decision: fear of lawsuits, excessive caution of legal counselors and administrators

and temptation to accept minimum rather than maximum numbers of minorities.

LIACOURAS, PETER J. "Toward a Fair and Sensible Policy for Professional School Admission." April 1978, IEP Reprint No. 906-1, 9 pp. ERIC Document Reproduction Service, No. HE 013 897. (Also in IEP Proceedings No. 906, pp. 16-23.)

Context in which to assess admission standards and procedures: need for more black and other racial minority professionals in law, medicine and other professions; fair admission policy for all groups; access to professions available to every American by one's individual merit; honest pragmatism in clarifying common interests.
Law Scholastic Aptitude Test: too narrow as measurement of person's capacity to be a good lawyer, not synonymous with merit; discriminatory effect on question of racial minority admissions.
Some concluding points: as partial solution, take several times as many students into professional schools; employ internal and external audits of standards and procedures used to supplement numerical indices.

MANNING, WINTON H. "Beyond Bakke: The Unfinished Agenda in Admissions." April 1978, IEP Reprint No. 906-2, 11 pp. ERIC Document Reproduction Service, No. ED 193 990. (Also in IEP Proceedings No. 906, pp. 10-15.)

Central social and educational issue of Bakke case: difficult value choices regarding fairness in admissions; race a relevant consideration but with emphasis on racial experience of individuals rather than on racial or ethnic identity.
Principles of good practice for institutions in admissions for educational due process: clearly and publicly describe admissions policies and criteria and how these relate to institutional goals and objectives; allow applicants to demonstrate any inappropriate criteria; use same admissions process for all candidates considered for same program; publicly articulate any exceptions to uniformity of process, criteria and standards; validate criteria employed; give reasons if requested by rejected applicant; use reasonably broad array of selection criteria; have trained, competent admissions personnel; invite periodic audit of admissions policy.

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MANNING, WINTON H. "The Role of Testing in Affirmative Action." IEP/Justice Program of the Aspen Institute. Dec. 1978, IEP Paper No. 504, 15 pp. ERIC Document Reproduction Service, No. HE 013 883.

"Improving test use, strengthening soft data (interviews and other subjective assessments), and giving attention to the educational benefits of diversity to the community of learners and educational due process must be pursued as parallel efforts, for each is extricably linked with the other, and all are necessary to the maintenance of institutional vitality and public confidence."

MANNING, WINTON H. "The Role of Testing in Affirmative Action." IEP/Justice Program of Aspen Institute in cooperation with the Southern Regional Education Board. Oct. 1978, IEP Paper No. 505, 24 pp. ERIC Document Reproduction Service, No. HE 013 884.

Figures and Tables: predictable validity of College Board admissions tests; distributions of validity coefficients for undergraduate record from studies of graduate schools of business; validity of coefficients of undergraduate average and Law Scholastic Aptitude Tests; median validity coefficients of success in graduate school in nine fields; prediction of college grade point average; predicted and actual grades for Black and Mexican-American students; cross plot of deltas for White, Afro-American, Puerto Rican, Mexican-American and other Latin-Americans.

McKAY, ROBERT B. "The Decision and Its Background." IEP/Justice Program of the Aspen Institute. Sept. 1978, IEP Paper No. 506, 19 pp. ERIC Document Reproduction Service, No. HE 013 885.

Scope: details of case, aspects of decision, suggested strengths of judgment and identification of some questions left for later resolution.
Strengths: resolution of doubts overhanging all race-conscious admissions programs, probable general approval of judgment, invitation to each institution to examine its own educational mission in ensuring inclusion of minorities into mainstream of higher education.
Remaining difficult issues: extent of consideration of numerical objectives in reviewing existing programs and devising modifications, permissible admissions criteria, definition of "minority" candidate, impact on financial aid

and other special support programs intended to aid minority students in achieving their goals.

McKAY, ROBERT B. "An Overview of the Bakke Case and Its Possible Implications." April 1978, IEP Reprint No. 906-3, 5 pp. ERIC Document Reproduction Service, No. HE 013 898. (Also in IEP Proceedings No. 906, pp. 1-4.)

Points of agreement: importance of case for attaining integrated society; necessity for affirmative efforts on part of independent and public sector to root out discrimination on grounds of race or ethnic background; serious underrepresentation of minorities in higher education; continuation of some preference to sustain present proportion of minorities in selected institutions; imperfection of admissions process, particularly in placing principal reliance on test scores and grade point averages; disservice to individuals and to need for educated professionals to accept any individual unqualified to complete prescribed course.
Points of disagreement: question of whether Constitution permits taking race or ethnic background into account in admissions decisions; sharp disagreement as to workability of alternative to preferential admission; questionable impact that denial of preferential admissions would have on affirmative action programs and on race relations generally.

McKAY, ROBERT B. "Review of Issues Raised in Briefs Filed With the Supreme Court of the United States in Regents of the University of California (Davis) v. Bakke." IEP/Justice Program of the Aspen Institute. Oct. 1977, IEP Paper No. 507, 13 pp. ERIC Document Reproduction Service, No. HE 013 886.

Purpose: explain principal arguments addressed to Court, anticipate possible dispositions, explore implications for educational community.
Scope: statement of the case, points of agreement, issue, points of disagreement, intervention of the United States, possible decisions.

MILLARD, RICHARD M. "The State Role--Beyond Bakke." IEP/Justice Program of the Aspen Institute. Sept. 1978, IEP Paper No. 508, 9 pp. ERIC Document Reproduction Service, No. HE 013 887.

State: constitutionally and historically, primary legal and financial responsibility with states for meeting educational needs of citizens; since Higher Education Act of 1965, state efforts augmented by federal government through student aid.
Effective post-Bakke agendas for states and institutions: recapturing initiative for new efforts within guideposts established by court; developing strategies that consider complexities of educational, political and fiscal environment of the '80s; making colleges and universities the first level of responsibility for admissions programs and policies, while letting states help create conditions or framework conducive to development of effective programs at institutional levels.

MOHR, PAUL B. Sr. "Issues Related to Affirmative Action: Policies and Programs for Admission and Retention of Minority Students." IEP/Justice Program of the Aspen Institute. Oct. 1978, IEP Paper No. 509, 10 pp. ERIC Document Reproduction Service, No. HE 013 888.

Implications of Bakke decision: may appear to have more direct relationship to graduate and professional schools.
Similar policies of Bakke case and Adams v. Califano: can consider race or ethnic background as factor for admission and should consider minority applicants on individual basis; quotas unacceptable, numerical projections as visible goals acceptable, separate programs for reviewing materials from minorities and nonminorities unacceptable.
Issues generated by Bakke and Adams cases: affirmative action role of undergraduate college as it relates to supportive services that assure equal benefits of "access"; extent to which undergraduate colleges should identify minority students who have potential ability for enrolling in graduate and professional schools and should prepare them for such by instruction and through counseling.

NEWELL, BARBARA W. "The Educational Impact of Affirmative Action on Colleges and Universities." IEP/Justice Program of the Aspen Institute. Sept. 1978, IEP Paper No. 510, 11 pp. ERIC Document Reproduction Service, No. HE 013 889.

"To date, representatives of the higher education community have chosen to interpret the Bakke decision as allowing a reaffirmation of the American commitment to expanded educational opportunity for minority citizens...There is an increasing recognition by admissions officers of the impact

of one's peers on the education process itself...therefore, the characteristics of the student body are critical in the learning process that takes place in an institution...Whether one speaks of graduate and professional or undergraduate education, I see affirmative action principles as inexorably intertwined with the education process itself."

NOGALES, LUIS. "Summary of Remarks." IEP/Justice Program of the Aspen Institute. Sept. 1978, IEP Paper No. 511, 3 pp. ERIC Document Reproduction Service, No. HE 013 838.

Bakke decision observations: affirmation of use of race within certain parameters in admissions decisions; need for procedures and institutional environments to redress underrepresentation of educationally disadvantaged ethnic groups in graduate and professional programs; inadequacy of status quo in terms of overcoming underrepresentation; deficiencies of human services for some minority groups underrepresented in graduate and professional programs.
Post-Bakke agenda: steps to counteract negative psychological effects of the case; dissemination of accurate information about the case by state postsecondary education commissions; explicit statements of support by legislatures and state commissions in overcoming underrepresentation in education programs and achieving better distribution of human services; requirement by state-level funding and reviewing agencies of institutions and departments for admissions to demonstrate sensitivity of admissions criteria to above needs.

ROSSER, JAMES M. "After Bakke: The Role of the States." IEP/Justice Program of the Aspen Institute. Dec. 1978, IEP Paper No. 512, 14 pp. ERIC Document Reproduction Service, No. HE 013 891.

Critical public and institutional mandate: creation of policy framework that emphasizes societal needs and supports education of those individuals most likely to contribute to meeting them.
Three goals for state executive and legislative branches and higher or postsecondary education agencies: recapturing initiative for renewed commitment of new efforts within guideposts established by court; developing strategies that take into account complexities of educational, political and fiscal environment of '80s; establishing by state a framework and conditions conducive

to development and maintenance of effective programs at institutions.
Suggested for pursuit of goals: 11 specific activities for state higher or postsecondary education agencies; 5 specific activities for legislative and executive branches of state government.

SAIKI, PATRICIA. "Welcome Speech 'Bakke and Beyond' Seminar." IEP/Justice Program of the Aspen Institute. Sept. 1978, IEP Paper No. 513, 6 pp. ERIC Document Reproduction Service, No. HE 013 892.

Bakke decision: upheld concepts of affirmative action but negated setting of quotas in admissions programs as determinant of equal opportunity, lauded diversity in student body, approved use of ethnic diversity as one factor.
Implications: greater affirmative action/equal opportunity growth for all segments of society, not just for racial minorities; need to determine a design to fulfill commitment to affirmative action without violating guidelines established by court.

TRAYNHAM, JAMES G. "The Bakke Decision and Graduate School Admissions: What Is Equitable?" IEP/Justice Program of the Aspen Institute in cooperation with the Southern Regional Education Board. Oct. 1978, IEP Paper No. 514, 6 pp. ERIC Document Reproduction Service, No. HE 013 893.

Scope: distinction between equitable and equal, aspects of Graduate Record Examination scores in relationship to equitable treatment, reevaluation of admissions procedures to discern whether equal treatment led to equitable treatment of applicants.
Key to Bakke decision dilemma: best informed judgment required for uniformity in application of standards to indicate what numbers really mean.

VAN ALSTYNE, ARVO. "From Discrimination to Affirmative Action." IEP/Justice Program of the Aspen Institute. Sept. 1978, IEP Paper No. 515, 11 pp. ERIC Document Reproduction Service, No. HE 013 894.

Major lesson of Bakke: judicial approval of affirmative action not to fix numerical quotas or ratios but vigorously to recruit and admit students qualified upon assessment of

their personal characteristics and experiences, including racial and ethnic background.
Relevant legal and constitutional issues presented by Bakke: unresolved interpretation of Title VI; validity of affirmative action admissions programs of many differing types; need for institutions to articulate precise manner in which structure and criteria used serve state objective of racially sensitive admissions program; suggestion of legislative responsibility for greatest opportunity for vigorous affirmative action programs.

WRIGHT, STEPHEN J. "Testing/Admissions: What Can and Cannot Be Done." IEP/Justice Program of the Aspen Institute in cooperation with the New England Board of Higher Education. Oct. 1978, IEP Paper No. 516, 11 pp. ERIC Document Reproduction Service, No. HE 013 895.

What tests can and cannot do: can diagnose academic deficiencies and weaknesses, determine level of mastery, identify with reasonable accuracy very weak students, indicate level of performance, determine readiness to perform certain skills or enter certain professions, predict future performance with respect to relevant criteria; cannot measure innate ability, measure without substantial error, measure drive, motivation or persistence, predict success or failure in a given profession--success being a function of variables.
Major distinctions between public/educational policy and tests: former concerned with serving public interest and insuring educational integrity of education programs and institutions, latter only instruments useful in helping to set and implement policy.
Suggested testing admissions guidelines: programs with common set of admissions criteria and single admissions procedure, programs with admissions criteria matched with human services needs, programs assessing socio-economic disadvantage, programs not heavily emphasizing test scores.

PROCEEDINGS

Association of Governing Boards of Universities and Colleges/Inservice Education Program/Education Commission of the States. Facts and Figures, Background Data for Regional Workshop, "Statewide Concerns About the Future of Public Higher Education." Denver, Colo.: Inservice Education Program, 37 pp. ERIC Document Reproduction Service, No. HE 013 899.

Demographic and fiscal information, description of state structure of postsecondary education, report on postsecondary education and related information for Illinois, Indiana, Michigan and Ohio for regional workshop, Dearborn, Mich., Nov. 1977. IEP Proceedings No. 901.

Center For The Study of Higher Education, College of Education, University of Arizona in cooperation with Inservice Education Program of the Education Commission of the States, ERIC Clearinghouse on Higher Education and the National Conference of State Legislatures. The State Legislative Process and Higher Education, Report Series, No. 5, ed. Arthur T. Grant. Tucson, Ariz.: Center For The Study of Higher Education, College of Education, University of Arizona, Oct. 1978, 55 pp. ERIC Document Reproduction Service, No. ED 168 382.

Presentations; comments of panelists; papers by David L. Boren, John K. Folger, Jerome M. Hughes, G. Ben Lawrence, Donald R. McNeil for conference on legislative process and higher education, Tucson, Arizona, Dec. 1977. IEP Proceedings No. 902.

Florida Postsecondary Education Commission/Education Commission of the States: Inservice Education Program/Postsecondary Education Convening Authority of the Institute for Educational Leadership/National Center for Educational Brokering/State and Regional Higher Education Center of the Florida State University. State Planning for Lifelong Learning: Improving Access for All Citizens, Report of a National Invitational Conference. Tallahassee, Florida: Florida Postsecondary Education Commission, Florida Department of Education, Feb. 1977, 202 pp. ERIC Document Reproduction Service, No. ED 163 845.

Summaries; reports; presentations; papers by Donald R. McNeil, Wilbur L. Wakefield, S.V. Martorana, Louis W. Bender; workshop module by Francis Macy; case studies by Peter Smith, Paul Heath, Richard Lucas for conference on state policy planning for lifelong learning, the concept of educational brokering and noninstitutional postsecondary education delivery systems, Orlando, Florida, Feb. 1977. IEP Proceedings No. 903.

Florida Postsecondary Education Commission/Education Commission of the States: Inservice Education Program. State Policy and Postsecondary Education: The Relationship of the Independent and Public Sectors, Report of a Statewide Conference. Tallahassee, Florida: Florida Postsecondary Education Commission, Florida Department of Education, 1978, 120 pp. ERIC Document Reproduction Service, No. ED 174 146.

Summaries; presentations; papers by David L. Boren, Richard W. Jonsen, John D. Phillips; case studies by Edward McGuire, Joseph D. Boyd, Morgan Odell; summary notes by Louis Rabineau for conference in Orlando, Florida, Nov. 1978. IEP Proceedings No. 904.

Florida State University State and Regional Higher Education Center/Education Commission of the States/State Higher Education Executive Officers/Inservice Education Program. Tools, Techniques, and Strategies for Staff Responses to Problems of State Level Leadership, ed. Louis W. Bender and Joyce A. Clampitt. Tallahassee, Fla.: Florida State University, May 1975, 134 pp. ERIC Document Reproduction Service, No. ED 112 798.

Papers by T. Edward Hollander, Robert A. Huff, Richard M. Millard, Patrick McCarthy, John Porter, S.V. Martorana, Jeanette F. Reibman, Hunter Andrews, Robert C. Andringa, Robert B. Mautz; comments for problems clinic by Lee Noel, E.F. Schietinger, Stephen H. Ivens, Jane Lichtman, Jonathan D. Fife, Albert Crambert; postworkshop analysis by DeForest L. Trautman for workshop/seminar at Philadelphia, May 1975. IEP Proceedings No. 905.

Inservice Education Program/Education Commission of the States/Justice Program of the Aspen Institute. Bakke and Beyond: A Report of the Education Commission of the States

and the Justice Program of the Aspen Institute, Report No. 112. Denver, Colo.: Education Commission of the States, July 1978, 45 pp. ERIC Document Reproduction Service, No. ED 163 127.

Introduction by Warren G. Hill; papers by Robert B. McKay, Winton H. Manning, Peter J. Liacouras; brief remarks by Larry M. Lavinsky, Kenneth S. Tollett, James L. Curtis, M.D., Millard H. Ruud for "Bakke and Beyond" conference, Washington, D.C., April 1978. IEP Proceedings No. 906.

Inservice Education Program of the Education Commission of the States/State Higher Education Executive Officers. The Maintenance of Academic Quality in a Time of Uncertainty, Proceedings of a National Seminar. Denver, Colo.: Inservice Education Program of the Education Commission of the States, July 1977, 71 pp. ERIC Document Reproduction Service, No. ED 152 216.

Summary of proceedings by Robert O. Berdahl, Amy Plumer; papers by George W. Bonham, Richard M. Millard; comments by Robert Berdahl, concluding remarks by Warren Hill for seminar at Keystone, Colo., July 1977. IEP Proceeding No. 907.

Inservice Education Program/Education Commission of the States/State Higher Education Executive Officers, Association of Governing Boards of Universities and Colleges. Second Annual Inservice Education Program (IEP) Invitational Seminar for Members of Statewide Coordinating and Governing Boards: Notes. Denver, Colo.: Inservice Education Program, Aug. 1980, 15 pp. ERIC Document Reproduction Service, No. HE 013 901.

Evaluative memorandum by Bice Clemow highlighting themes and speakers (Lord Asa Briggs, Lyman A. Glenny, Richard T. Ingram, Robert L. Lewis and Robert O. Berdahl) for seminar at Afton, Oklahoma, August 1980. IEP Proceedings No. 908.

Inservice Education Program/Education Commission of the States/State Higher Education Executive Officers in cooperation with Institute of Higher Education, University of Florida. State Leadership: A Positive Force in Postsecondary Education, Proceedings of the Leadership Seminar. Denver, Colo.: Inservice Education Program, May

1975, 62 pp. ERIC Document Reproduction Service, No. HE 013 902.

Presentations; case studies for discussion; papers by Prince B. Woodard, L. Richard Meeth, Larry L. Leslie, Robert B. Mautz, Robert C. Andringa for leadership seminar at Philadelphia, May 1975. IEP Proceedings No. 909.

Inservice Education Program/Education Commission of the States/Division of Eligibility and Agency Evaluation, U.S. Office of Education. State Postsecondary Education Institutional Authorization and Oversight: A National Report and Inservice Education Program, Report No. 114. Denver, Colo.: Education Commission of the States, Oct. 1978, 59 pp. ERIC Document Reproduction Service, No. ED 169 822.

Presentations; comments from work sessions; Executive Summary of the Final Technical Report, A Study of State Oversight in Postsecondary Education, American Institutes for Research; papers by Otis R. Bowen, M.D., Richard M. Millard, Steven M. Jung, T. Edward Hollander, John D. Phillips, William K. Selden, Alfred Moyé, John Proffitt; summary by Thurston E. Manning for conference at Colorado Springs, Colo., July 1978. IEP Proceedings No. 910.

Oklahoma State Regents for Higher Education/Education Commission of the States/State Higher Education Executive Officers/Inservice Education Program. The Relationship of the State Coordinating Agency with the Executive and Legislative Divisions of State Government in Meeting Budget Needs of Higher Education Systems, Proceedings of Ten-State Regional Conference. Oklahoma City: Oklahoma State Regents for Higher Education, Dec. 1976, 22 pp. ERIC Document Reproduction Service, No. HE 013 903.

Remarks by David L. Boren, M. Olin Cook; papers by Richard M. Millard, Edward J. Coyle/ Dan S. Hobbs for conference at Oklahoma City, Dec. 1976. IEP Proceedings No. 911.

Spring Hill Center in cooperation with Inservice Education Program, Education Commission of the States. Statewide Coordination and Governance of Postsecondary Education: Quality, Costs and Accountability: The Major Issues of the '80s, ed. Robert Berdahl, Martha Levin and John

Ziegenhagen. Wayzata, Minn.: Spring Hill Center, 1978, 46 pp. ERIC Document Reproduction Service, No. HE 013 904.

Conference summary by Jerome M. Pollack; papers by Richard M. Millard, G. Theodore Mitau, Carol Van Alstyne, Robert Berdahl, H.A. "Barney" Goltz, James Rosser, Thurston E. Manning; excerpts from discussions; highlights of recent studies on statewide coordination and governance for conference at Spring Hill Center, Wayzata, Minn., Dec. 1977. IEP Proceedings No. 912.

RELATED SPECIALIZED PUBLICATIONS

BARAK, ROBERT J. and ROBERT O. BERDAHL. State-Level Academic Program Review, Report No. 107. Denver, Colo.: Inservice Education Program of the Education Commission of the States, Feb. 1978, 141 pp.

Need for institutional action, objectivity, accountability; growth of state agency reviews, state agency structure and responsibilities for program review, relation of program review to budget and planning; analysis of new and of existing program review; analysis of major problems; recommendations. IEP Related Specialized Publication No. 801. ERIC Document Reproduction Service, No. ED 158 638.

FOLGER, JOHN K., ed. Increasing the Public Accountability of Higher Education, New Directions for Institutional Research, No. 16. San Francisco: Jossey-Bass Publishers, Winter 1977.

Monographs: state-level-performance budgeting illustrated with case studies of Hawaii and Washington by Marvin W. Peterson with J. Michael Erwin and Richard Wilson; legislative program evaluation by Robert O. Berdahl; program reviews by statewide higher education agencies; suggestions to improve and implement accountability measures by John K. Folger (some monographs based on papers prepared for IEP). IEP Related Specialized Publication No. 803.

MARTORANA, S.V. and LAWRENCE A. NESPOLI. Regionalism in American Postsecondary Education: Concepts and Practices. University Park, Penn.: Center for the Study of Higher Education, Pennsylvania State University, June 1978, 350 pp. ERIC Document Reproduction Service, No. ED 156 103.

Definition and overview of postsecondary education; regionalism in several contexts; development: taxonomy and extent; goals and expectations; authority and legitimacy; interactive forces, regionalism at large; organization, structure and design; duties, functions, processes; finances; outcomes; outlook, compacts; operating examples; implications. IEP Related Specialized Publication No. 802.

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